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No. S-27

Hansard

Official Report of Debates

Legislative Assembly of Ontario



Standing Committee on Social Development
Estimates, Ministry of Skills Development

Second Session, 33rd Parliament
Monday, November 3, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 3, 1986

The committee met at 4:02 p.m. in committee room 1.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT

(continued)

On vote 3401, skills development program; item 1, ministry administration:

The Vice-Chairman: I call this session of the standing committee on social development to order to continue with the estimates of the Ministry of Skills Development. We are still on item 1 of the first vote, 3401, and I believe Mr. Jackson had the floor.

Mr. Jackson: We left two concepts floating in the air at that time. First was the discovery, with some surprise, that the staff allocated to this panel had almost trebled. Second, I had been pursuing a line of questions with respect to what guidelines for staffing had been established for this expansion, and Mr. Tully was in the process of explaining how employment equity works.

I was trying to determine from him if there were more specifics with respect to a certain type of optimal employee and the skills he might have in order to be a more effective contributor to this ministry. Mr. Tully had asked me for the evidence of my statement that his ministry had suggested that masters of social work would be appropriate. I have brought with me a copy of statements made by John Ross from your ministry. I will wait until you are ready. Are you ready now?

Hon. Mr. Sorbara: I have been listening to every word, Mr. Jackson.

Mr. Jackson: I was addressing Mr. Tully, not you, Minister. Mr. Tully, I have brought with me a reference from John Ross within your ministry who stated that qualified people, who were identified as having such qualifications as a master of arts in social work, were critical to the success of the program, but that sometimes you have to look at what you can get. If the clerk would like to give this to you, I would be more than pleased.

That was the point I was making, Mr. Tully. What we are still trying to discover is who is setting the policy guidelines for the qualifications

required for effective employees of your ministry under your new programs.

Mr. Tully: First, just to clarify any confusion there might be in your mind about the various components of the ministry, the component we are talking about directly here with respect to resources is the administrative area of the ministry involving our communications function, our finance and administration, personnel and head office functions, the deputy's office, the minister's office and the administration of the resources that come through the province under the Canadian Jobs Strategy.

You were confusing that element of the ministry's activity with the resources that we may be in the process of recruiting under the Ontario's Training Strategy, which would be part of the second item in the vote of the ministry. This present reference to MSWs would be in Mr. Ross's comments. Mr. Ross is an employee in our youth employment services branch, which is the third item in our vote.

Mr. Ross's responsibilities put him in contact with youth employment counselling centres in the province. In those instances, we are dealing with counsellors who are involved with young people who have employability difficulties, hard-to-employ young people who suffer from a lot of problems. One problem is a lack of employment experience, but they have a great number of other problems related to education as well as problems with the law and problems with drugs. We do find social work skills valuable in that area.

All the activities of our ministry require a different range of skills. I want to clarify that skills that are appropriate in our youth employment area are not necessarily the same skills that would be appropriate in apprenticeship or in the context of Ontario's Training Strategy or, for that matter, in the context of the communications function of the ministry.

With respect to the specific skills that are required and the way the policies are set for those skills, those are developed internally within the human resources component of the ministry in consultation with the program managers, with respect to the kinds of responsibilities that an incumbent would have to undertake, the kinds of client groups they are dealing with and the kinds

of financial and administrative responsibilities they would have.

There is no simple answer to your question other than that, ultimately, the types of skills that are required would be defined in the job description, a specific job description for every job, and those would become the qualifications for a job that would be advertised and would be sought in a public process.

Mr. Jackson: As I recall, the question I raised on Thursday last was whether the minister had set guidelines. He advised that he did not get involved in that area. I asked if you did, and you said yes. I asked whether you had set guidelines for the specific programs since it is apparent that many of the programs are considered new by the minister's definition. Therefore, I was asking you if you had committed, in any way, a plan for hiring guidelines for the various programs. When I mentioned the MSW case, you indicated that you were unaware of it. We now understand that in some programs that is a guideline. Is that what I am to get from that now?

16:10

Mr. Tully: It is certainly not a guideline that an MSW is required. The types of skills an MSW has in that area would be a useful asset for certain jobs. I think you are talking in the specific context of Ontario's Training Strategy and the kinds of people that would be required in the expansion of that program. Again, we are working with positions that will be in offices set up on contract to us.

Mr. Jackson: As you said, when that panel comes up we will get into that in more detail because Ontario's Training Strategy will ask you for your guidelines and the numbers of additional employees anticipated and on what basis you are making that allocation.

Could I proceed to that first question I raised? I sense that you have come prepared with the specifics of the staffing increases for the panel in vote 3401, item 1.

Mr. Tully: We have the staffing increases, which I undertook to provide you with. They relate to that entire table which is in the estimates background material.

Mr. Jackson: Is that in a form which can be passed out?

Mr. Tully: Yes.

Mr. Jackson: Can we have copies of that before we start?

Did we get a refinement of the 25 specific new functions that were received since April 1? I believe you advised me that 20 of those were

from the Ministry of Education. Can we get a breakdown of those?

Mr. Tully: We have a breakdown of where the resources that have been moved into the ministry have come from, 20 from the Ministry of Education and a scattering of others. We can provide those as well.

Mr. Jackson: Do you have similar panels for vote 3401, item 2, which has gone from 32 to 41 and vote 3401, item 3, which has gone from 41 to 96? Perhaps I am reading that incorrectly.

Mr. Tully: Those resources have not been transferred from other ministries. They are incremental to the staffing resources of the ministry.

Mr. Jackson: At some point will we be clarifying where they have gone and on what basis they have been moved?

Mr. Tully: We know where they have gone. They show on that table I have provided for you. They are incremental, but they have not been received. That second table I passed out lists resources that have moved from one ministry to another. The resources for 20 positions moved from the Ministry of Education to the Ministry of Skills Development. All those resources were in vote 3401, item 1, and the resources which go into the additional staffing in vote 3401, items 2 and 3, are incremental to the ministry and have not been moved from one ministry to another.

Mr. Jackson: I understand that to get up to that figure of 170, we are looking at 55 additional staff in finance and administration and 25 in the policy area. Are those the figures that were given? Could the minister please explain to the members of this committee what has necessitated almost a threefold increase of the administrative staff in the ministry? It is unprecedented in this government, I believe.

Hon. Mr. Sorbara: It may appear to you as unprecedented—

Mr. Jackson: Do you know of a worse case?

Hon. Mr. Sorbara: I am not sure why you use a pejorative here. In your opening statement, you were concerned about whether the Ministry of Skills Development was going to have a life of its own. You referred to the bill, which still remains on the Orders and Notices, in that regard.

The fact is that when the ministry was created through an order in council, it was a ministry in name only. It did not have a communications component or a financial affairs and administration component. It did not have all the structures necessary to run a ministry. The increases you see here are simply the bodies needed to have a

Ministry of Skills Development. That is far more significant than passing the legislation. We are just creating the ministry. It looks like a substantial increase because the figures contained in the background materials represented a ministry which did not have all its component parts.

Mr. Jackson: Minister, who has been running your ministry? You have spent some \$300 million. If you are saying you need a threefold increase to spend the same amount of dollars you got last year, who has been running your ministry? The purpose of estimates is to get authorization to spend the same amount of money.

Mr. Tully: A substantial number of the staff we are talking about in this 170 have been in place. It is just that they have not been approved in the complement of the ministry. In a substantial number of cases, they have been on contract to the ministry during the past year.

Mr. Jackson: I was led to believe they were subsequent to April 1.

Mr. Tully: These are approved complement increases since April 1. The people themselves have been there in an unclassified-contract status, to a substantial degree, in the past 18 months since the ministry was created. A ministry cannot survive without those types of resources including, I might point out, the deputy minister himself. Part of the difference between the original 64 and the 170 is the complement position for the deputy minister and for his secretary and for staff in his office and the minister's office.

Mr. Jackson: What impact do these increases in staff have on your budget, Minister?

Hon. Mr. Sorbara: They are not substantial when you look at the program spending we are doing within Ontario's Training Strategy and within our youth employment programs.

Mr. Jackson: Let me ask you another way. Could you give me a dollar figure?

Hon. Mr. Sorbara: I cannot give you a dollar figure, but perhaps Frank Kidd can give you a ball-park figure.

Mr. Jackson: I would like to be assured that it is not program money that has gone into this. Is it an add-on? Does this come at the expense of some of those programs? Where is that money coming from?

Hon. Mr. Sorbara: This is needed to put the people in place so that the programs can be administered.

Mr. Jackson: I understand what you did. I am asking what its impact was on the budget.

Mr. Tully: The impact will be felt in the supplementary estimates when they go forward, that is, when the final steps in the establishment of the resources of the ministry are set in place. As I mentioned to you the other day, we are still involved in dialogue with Management Board about resources associated with Ontario's Training Strategy.

Mr. Jackson: You have a bottom-line figure for your ministry. Is there going to be an increase in that or is it going to be the same? Will you be paying these salaries from the dollars you have already had allocated? That is a simpler way of asking that question.

16:20

Mr. Tully: We anticipate putting the additional resources in place before year-end.

Mr. Jackson: In other words, it will be add-on money.

Mr. Tully: Yes.

Mr. Jackson: Do you anticipate or do you have clearance? If you do not, it will be out of the existing program money.

Mr. Tully: We anticipate.

The Vice-Chairman: Have we completed that line of questioning? May we then assume that the discussion is complete on vote 3401, item 1?

Mr. Jackson: If I might, I will take only a few moments in this area. Under ministry administration, can you please advise how much is devoted to communications and to advertising? I would like to get a sense from the minister of how much of that is done externally and how much is done internally. I have just recently been given the spreadsheet on the 25 lateral shifts from other ministries.

Hon. Mr. Sorbara: I cannot tell you how much is devoted to communications and advertising out of administration. I can tell you that we have just recently created a communications department. If we go program by program, I stand to be corrected by my own officials, but I would think that allocations in respect of youth programs, for example, would come out of vote 3401, item 3. Similarly, advertising initiatives and communications strategies in respect of Ontario's Training Strategy would come out of the allocation in that regard. A good part of programmatic advertising will come out of those envelopes, but there is, of course, a communica-

tions branch of the ministry now to oversee that work, let contracts and that sort of thing.

Mr. Jackson: Who was handling it prior to that? I have some specific questions about communications. I am getting a sense that it would be in everybody's best interests if we raised them when we were dealing with a specific program. Who has been responsible for the overall communications functions of your ministry in the past year?

Hon. Mr. Sorbara: There has been a small team dealing with that. As I said, I do not run the ministry; the deputy runs the ministry, and he could answer that question better than I.

Mr. Tully: We have had a small communications unit. We have had a number of contracts. We recently hired a director of communications, Pat Werner, who is with the ministry now and has been with us for about a month. As you probably know, we recently tendered and approved advertising agencies of record, one for the youth programs and one for the skills programs.

Mr. Jackson: You were contracting out for the communications matters. Was that outside of another ministry?

Mr. Tully: Some communications activities. We were not contracting out the communications function.

Mr. Jackson: Can I have a list of all those entities or individuals with whom you contracted, outside of ministerial staff, in the past year? I do have some serious concerns about communications. It would be unfair to level them at Pat Werner, given that this individual has been on the job only a short time. Therefore, I would like to have a list of those contract positions.

Hon. Mr. Sorbara: The contract positions within the ministry—that is, people working for the ministry in the area of communications—or contracts let by the ministry?

Mr. Jackson: Contracts let by the ministry, over and above the previous arrangements where you had information officers from the Ministry of Education and the Provincial Secretariat for Social Development.

Mr. Tully: The distinction is important, because we have people in our communications area who, as I indicated earlier, have been with the ministry on contract, but we have also been contracting out activities.

Mr. Jackson: That is what I understand, and it is the contracted-out activities in which I am most interested.

If I may ask a question about the vote on page 10, the transfer payments for special projects, would the minister please tell me what special projects cost \$10,000?

Mr. Tully: That is a miscellaneous grant item, and there have been no allocations or spending made under that item.

Hon. Mr. Sorbara: We were looking for a project in your riding, but we could not find one.

Mr. Jackson: I have one. I hope you are going to be here tomorrow. I even have the exact figure they are supposed to be given.

In this panel item under administration, supplies and equipment, was there not a significant increase due to a special computerization project? I am on page 10 of the estimates guide.

Mr. Tully: We have a number of special computerization projects going on in the ministry right now. It is being managed under the direction of our executive director of finance and administration and a systems consultant who is on contract to the ministry. We have studies going on in half a dozen areas of the ministry with respect to our systems.

Item 1 agreed to.

On item 2, skills training:

Mr. Warner: Apprenticeship comes under this, right?

Hon. Mr. Sorbara: Apprenticeship does come under this vote.

Mr. Warner: Does Ontario's Training Strategy come under this one as well?

Hon. Mr. Sorbara: Yes.

Mr. Warner: Are the community-based programs in the next item? I was thinking of groups such as West End Machining, community-based training programs of a special nature. Is that in this vote?

Hon. Mr. Sorbara: Yes.

Mr. Tully: They would come under here. The community industrial training committees are in here.

Mr. Warner: There are specific items I want to deal with and I will try to be succinct.

First, apprenticeship: Can the minister give me his reasons for rejecting the grant levy system for Ontario?

Hon. Mr. Sorbara: I have not rejected the grant levy system, nor have I accepted it, nor have we done sufficient policy analysis to say whether it would be an appropriate system in Ontario. As I said in response to your opening statement, apprenticeship has a fairly well-rooted history in this province, and those roots do

not include a taproot into a system of grant levies.

At this point, we are undergoing an assessment of apprenticeship in Ontario bilaterally with the federal government. We are also doing our own assessment of what the future should be in apprenticeship. Because of those two separate but co-ordinated investigations, you have not seen us take any major steps in the area of apprenticeship during the past 18 months. However, I can simply add that, given the state of investigation right now, it would be inappropriate for me to tell you exactly where we are going with apprenticeship. It is a major system here.

Although I am sure you will have criticisms to levy against many parts of it, the fact is that as we change it, we have to take account of what we have, what exists and how we can improve it in a significant way.

In that regard, we are somewhat concerned that, as in so many other instances, the federal government requires and calls for review. We are concerned that may be a first step towards the federal government withdrawing from the area or reducing support for apprenticeship and we have to be concerned about that. So much of what we see at the federal level is activity which sets broad policy and dumps the financial load on the province. I see you have a further question.

16:30

Mr. Warner: I appreciate your concerns. Land can be hit by locusts and then by the blue plague. In either case, the public is not exactly sure what the defence mechanism is, and I appreciate that.

Hon. Mr. Sorbara: As far as the blue plague is concerned, I recommend a red tide as a quick remedy.

Mr. Warner: Based on the answers I have heard, I am not sure that is any better.

There are a couple of things I would like to share with you. One is a letter. I think sometimes it is better if you hear some of these things from real people out there rather than politicians. This is not any secret. For the purpose of Hansard, the letter is from David Barker, Canadian Auto Workers Local 1520, apprenticeship committee, dated October 17, 1986. It is written to the Leader of the Opposition (Mr. Grossman) with a copy to the Premier (Mr. Peterson) and the member for York South (Mr. Rae). It really is quite an eloquent letter and I think it is worth reading into the record:

“Dear Mr. Grossman:

“I am writing to you regarding an article in the London Free Press concerning your statement in the Ontario Legislature, Tuesday, October 14,

1986, about skilled workers. Considering the fact that most skilled trades training takes four to five years, then the blame for the shortage must be the fault of the previous government's lack of foresight. To try to rectify the problem by suggesting a crash program is to denigrate the blue-collar skilled workers. Would you suggest a crash program to train doctors, engineers or lawyers if there was a shortage?

“This problem of deficiency of training for the skilled trades has been highlighted by various concerned groups for about 15 years, but the governments in Queen's Park have not reacted in a competent manner, as is now obvious. There have been incentive payments to employers to increase apprentice training, but this approach does not get to the heart of the problem.

“Consider the Ford Motor Co.'s St. Thomas assembly plant. This facility was opened 19 years ago and employs about 200 skilled tradesmen. These tradesmen are recruited from other employers. There have been eight apprentices trained at this plant in the time period. The company says that it will not train apprentices beyond their foreseeable needs, so that if more tradesmen were needed within a short time period, recruitment takes place from local employers.

“Because of the cost of training apprentices, Ford Motor Co. does not believe in training apprentices beyond their needs because, as has been publicly stated, ‘Why should we train apprentices for other firms?’ With this attitude, small businesses must do the bulk of the training, or recruitment from overseas takes place.

“With the increase in employment in recent months, the province is now starting to experience a skilled trades shortage. Small businesses are not eager to train apprentices when larger firms entice them away, and the lack of incentive grants for apprentice training by the present government will only compound the situation.

“I have not seen any advertisements for skilled workers for General Motors recently but, with your statement in the Legislature being reported in the newspapers, I would imagine that General Motors will receive a great deal of inquiries about vacancies for tool and die makers, but how many small companies are going to lose their self-trained journeymen?

“The problem of lack of skilled tradesmen, when we have an oversupply of university and college graduates, must be faced by the Ontario government. I will not suggest remedies to the problem when so many briefs on the matter have been presented to the previous government.

"Large companies are the main users of skilled personnel and therefore should be the main trainers of apprentices, but neither the present nor the previous government seems to be able to confront these companies with the dereliction of their responsibilities. Your implication that the lack of skilled workers is the fault of the present government will not win you votes from blue-collar workers, who realize that the previous government bears the main responsibility."

"Yours faithfully, David Barker."

"PS: I am also a member of the London Industrial Training Advisory Board."

That is the end of the letter. This is a gentleman who has been involved in training, not just in his company but also in the area.

The second item I wish to put before you is that in chatting with some of the counsellors at the youth employment counselling centres, one of the counsellors summed up apprenticeship for many of the counsellors, by saying, "It is on another planet."

Most kids are not aware of apprenticeship opportunities, and when they are told that they have to go out and find an employer to sponsor them, they give up. One said he did not place more than two out of 500 kids a year in apprenticeships. That is a percentage that is kind of interesting. It is a difficult, confusing bureaucratic process, and kids without experience do not have much of a chance.

The point made by Mr. Barker and certainly by a number of other people, including the Ontario Federation of Labour, is that the previous government had no interest in a grant levy system, nor did it have any rational response to put in its place. To date, after roughly a year and a half of the new government, I do not see a response different from that of the previous government. I cannot see that there has been any meaningful advance in apprenticeships.

We are familiar with the success of the grant levy system or something close to it in Sweden, in West Germany and in a number of other countries, and I would like to know what you intend to do. Quite frankly, I am puzzled about why you would be satisfied for us to continue to limp along the way we have over the past 20 years. If I were in your position, that would be totally unacceptable.

You say that you have not rejected the grant levy system, but neither have you accepted it. You are considering it. Are you considering anything else? What positive steps are you prepared to take to answer the serious problem you have inherited? We all know it has existed

for decades and will continue to exist unless you have a positive response, something better than what we have. What are you prepared to do?

Hon. Mr. Sorbara: If you take your question down to its basic, it is "What will your policy be?" The difficulty is that as we are undertaking the review that we are undertaking, I cannot tell you what the policy will be, but there are a few basic premises from which we are operating.

First, you are correct when you suggest in your comment that we have to enhance the profile of apprenticeship trades. We have to make it as important as being an airline mechanic. We have to give the profession of airline mechanics the same status we give that of an airline pilot. Who is more important: the guy who flies the plane or the guy who ensures the engine is working properly? I do not want to fly unless both are doing their jobs 100 per cent.

16:40

You say we should enhance the profile. I agree with you in that regard, but there are a number of difficulties. Let me present one, the General Motors question that was raised in the House. I think the letter you read was in response to that. Currently, General Motors has 140 registered tool and die apprentices. General Motors' contract with the Canadian Auto Workers limits further expansion as GM must have eight journeymen for every apprentice, although our legislation provides for a one-to-one ratio.

Part of the problem is with what is entrenched as a result of what unions write into their contracts to restrict the further placement of apprentices. I am told that in 1977, no tool and die apprentices were registered. Currently, there are 1,700. This gives rise to another problem we have to address in the policy context as we undertake our review. Apprenticeship opportunities open up as the economy in a particular area expands. As the economy shrinks or as a certain industry shrinks, apprentice opportunities shrink. Often, it is the unions themselves that dictate this kind of regime.

Somehow, as we revamp our policies, we have to find a way to ensure continuing and relatively stable opportunities to enter the profession, notwithstanding the ebb and flow of the economy in any particular area. I agree that we cannot have a crash program for apprentices in any trade. Train a tool and die maker in three months? That is an insult to the profession. That point was made rather well.

My final point is that this is an area that in many instances is so deeply rooted that we are forced to turn around the approach that unions

right around the province take towards apprenticeship. We are required to turn around the view that the public in general has towards apprenticeship. The answers and the structures do not come easily.

Mr. Warner: Rather than attacking unions, I think you might consider—

Hon. Mr. Sorbara: It is not an attack on unions.

Mr. Warner: That is what it was.

Hon. Mr. Sorbara: No, it was not.

Mr. Warner: You are so busy attacking—

Hon. Mr. Sorbara: I am not attacking. I am just expressing what is often contained in labour contracts, which is one of the impediments to new apprentices securing opportunities. It is a reality. I understand why those provisions are there, but I also understand why this defeats a public policy objective, if there is one, of getting more people into apprentice trades.

Mr. Warner: You will find the defensive approach in contracts until the day you are prepared to accept unions and employers as equal partners in the development of labour policy. Until the government is prepared to accept this as a philosophical point, obviously no union in its right mind will give away the store when it is negotiating a position.

I would like to close with an interesting little thought from a periodical called *Policy Options*, dated June 1986, which I think is quite apropos. The whole article is about the Swedish attack on youth unemployment, which we will get to later. It is amazing what they accomplished in a short period of time.

It says: "No discussion of the Swedish 'third way' between capitalism and socialism would be complete without reference to its tripartite model of economic planning. Open co-operation and regular consultations among trade union centrals, the Swedish Employers' Federation and the state are an integral part of the political process. Unlike in Canada, unions and employers are viewed as more or less equal social partners and are jointly represented at all levels of labour market policy planning and decision making."

It is missing here. This is one of the keys in attacking the whole process of skills training. If it is not a grant levy system, which I think is the preferable route, then I suggest you find something else. You will find very willing participants in the Ontario Federation of Labour and all its affiliated groups in developing a grant levy system or something akin to it.

Hon. Mr. Sorbara: You say something akin to it. I do not know what you have in mind, but there is some risk in simply saying that certain countries have better systems than our country. The regime in Sweden is not one that I am terribly familiar with, but I should tell you that the fellow whose letter you read into the record a few minutes ago is a member of a community industrial training committee participating in labour market planning and training schemes for the area of London. He will be involved in the consultation process we have as we try to reshape the apprenticeship system. Be wary of saying that other countries have it better.

For example, some people suggest—I do not know whether you are one of them—that Germany has the perfect apprenticeship system. An apprentice in Germany earns an allowance that is less than half Ontario's minimum wage. It may have a system that is based on a grant levy or something, but the apprentices there are far worse off in terms of their take-home pay than Ontario apprentices who make in the area of \$12 an hour. Should we cut back wages? I would be a little cautious about making that comparison.

Mr. Jackson: May I ask a supplementary on this? He is playing with figures. This is not comparing apples to apples. You are talking about high school students in Germany who draw that type of wage in the initial stages of their guild structure and you are comparing that to our co-op education programs where we do not pay our kids a penny. You know that. Do not play with statistics with Mr. Warner, me or anybody else. They do not make that wage all the way through their apprenticeship period; that is a fact.

Hon. Mr. Sorbara: But they do not start off where our apprentices do.

Mr. Jackson: Do not start apologizing for your statement.

Hon. Mr. Sorbara: I am not apologizing. I am simply telling you that our apprentices' earning power starts off at a far higher level than in the system in Germany.

Mr. Jackson: We subsidize them very heavily and a lot of them do not make it for four years. It is a structural problem.

Hon. Mr. Sorbara: It is the same thing as people asking me, "Why do we not adopt the German system of post-secondary education where no one pays tuition?" That is great, but look at the participation rate as well. My comment is a simple one. It is rather too facile to say that other countries have systems that are far better than Ontario's. Let us look at what other

countries are doing. If there is something we can learn and incorporate into our own system, great, but to suggest that the Swedes, the Germans, the Czechs or the Italians know where it is at and we have to look at their system and incorporate it holus-bolus into ours is to ignore the realities.

Mr. Warner: I will finish off my thoughts in less than two minutes. I would not for a moment suggest that you simply take program A and apply it here. Obviously, it falls into a wider context. What we do know is that in Sweden, for example, they have accomplished a great deal more overall than we have in terms of preparing people for the work place and in reforming the work place. We have a long way to go.

16:50

One of the areas in which we have been extremely weak traditionally is apprenticeship. Witness the fact that approximately 27 per cent of employers in Ontario participate in apprenticeship. I am saying clearly that the last government failed on the question of apprenticeship and to date this government has not done one whit better. Sure, a year and a half is not a long time—

Mr. Jackson: It is when you are unemployed.

Mr. Warner: It sure is. There should be some direct answers from this government in the next few months as to what direction it intends to take. If it is not a grant levy system, what is it going to be? The status quo surely should be as unacceptable to you as it is to me and to others who are deeply concerned about how we continue to drift. We are a ship without a rudder in terms of supplying the direction needed so that our people are properly trained and have the opportunity to be well prepared for the work place.

That is what I am saying and I hope it is not misunderstood. I am not suggesting you just grab a program from some other country and try to apply it. You have to look at the whole context, at the economic system, at the planning of your industries, at where your markets are and so on. It is a whole big area. Please do not be satisfied with the status quo. If you are, you are as doomed to failure as the last group.

Hon. Mr. Sorbara: My God, you make it look black.

Let me tell you seriously that I am not satisfied with the status quo. I will be candid with you and tell you that I do not think you will see a major new policy on apprenticeship within the next two or three months. It takes longer than that to develop a program that will represent substantial change. I cannot tell you when it is going to be.

I appreciate your comments and I hope you participate. I know you are a strong advocate of the grant levy system. I tell you candidly that I do not know enough about it at this point to give you any personal opinion about it at all. I go back to where I started. Apprenticeship is the area we consider our next important challenge. Whether it is two months, six months, a year or perhaps longer, we are working on it.

In the interim, there is a system in place, which if it does not give anything else—it does give a lot of things. Let us not wholly condemn the current system. I do not do that; it does have some innovative aspects. We will be building on the existing system as we approach ways and means of improving this.

Mr. Jackson: I suggest to the minister that it would not only be helpful to Hansard but it would also be very helpful to the members of this committee, and I believe a very common courtesy, if the minister would introduce the members of his staff who take the time to be here, who appear before us and who are willing to answer questions.

The Vice-Chairman: I requested that myself at the beginning of the session. Will the minister introduce the people sitting with him at the moment and we will take it from there?

Hon. Mr. Sorbara: My friend Mr. Jackson is always slapping my hand. I apologize to him and to the others here.

Mr. Jackson: That is the wrong part of the anatomy. It would be kind of nice if we knew who he was.

Hon. Mr. Sorbara: Let me introduce Jim Lanthier, director of the apprenticeship branch, who is sitting at the front table. Do you want me to introduce everyone else in the room at this point?

Mr. Jackson: Not unless the deputy minister has all the names lined up for you. Since we are on apprenticeship, I think it is only fair to the gentleman who has come before us that we know who he is. Thank you very much, minister.

It is interesting that in your opening statement you referred to apprenticeship and your ability to meet certain challenges in some positive fashion, and yet today you made the comment that you are unsure of what your policies might be. You identified three areas of concern, enhancing the profile, the problems of unions and the market conditions that affect apprenticeships. To what degree have you ensured that secondary schools and their guidance and technical departments are counselling students and young people about the

availability, the promotion and the awareness of apprenticeship opportunities in Ontario?

Hon. Mr. Sorbara: I am sorry. You asked what I have done in secondary schools to enhance—

Mr. Jackson: You identified it as a problem. What are you doing about it?

Hon. Mr. Sorbara: Nothing; I have done nothing up to this point.

Mr. Jackson: All right. Are you planning any meetings with the Minister of Education (Mr. Conway) to discuss the importance of this issue? If it is a problem and you are doing nothing about it, when do you think you might get around to talking to Mr. Conway about strengthening the very problem you are concerned about?

Hon. Mr. Sorbara: I talk to Mr. Conway on a regular basis. In the context of the review we are doing, we will be having further discussions.

I know my friend Mr. Jackson is very concerned about Hansard, so let me set the record straight. I did not say it was a problem with unions. I said it was a problem with certain contracts that unions enter into with employers. Two parties are involved in contracts. It is a problem with contracts that create a rather rigid structure, restricting the opportunities for new apprentices to find employment under which they can apprentice in a trade.

Mr. Jackson: Thank you for that clarification. You might answer, then, what you have done with respect to discussions with industry and labour on this identified concern of yours.

Hon. Mr. Sorbara: Nothing.

Mr. Jackson: When do you believe you will have time to meet with the Minister of Labour (Mr. Wrye) who seems to be concerned about this area?

Hon. Mr. Sorbara: Mr. Wrye and I meet on a regular basis and he will be involved in the discussions leading towards an improvement of the apprenticeship system.

Mr. Jackson: Can you advise us when your study will be completed? Do you have a time when it will be completed? Is it six months or a year? What is the official government position in terms of your time line for completion of that study?

Hon. Mr. Sorbara: The work we are doing now bilaterally with the federal government should be completed by the end of this fiscal year, ending next March 31.

Mr. Jackson: Who are the representatives on behalf of your ministry in these discussions?

Hon. Mr. Sorbara: I will ask my deputy minister, who is working on the work with the federal government.

Mr. Tully: A great number of people are involved in that review and the review is being managed in our policy and development division. It is in the context of federal-provincial relations. It involves our apprenticeship branch intensively and extensively, and others in our skills training division.

Mr. Jackson: Are there representatives from the Ministry of Colleges and Universities on that?

Mr. Tully: There will be consultation with the Ministry of Colleges and Universities.

Mr. Jackson: But not with the group drafting the paper?

Hon. Mr. Sorbara: We are not drafting a paper. We are undergoing a review of apprenticeship in Ontario, bilaterally, with the federal government.

Mr. Jackson: I understand that. You have more than one representative at the table at any one time and then you have some sort of structure whereby they return from Ottawa with all they have discussed, and then it is again analysed within a policy forum. I understand the process, minister.

I am asking who sits in on the policy forum to do input, who is providing the ideas from the Ministry of Labour, since the minister is not, and who is providing the ideas from our public school system, since the minister has not pursued that. That is my question, and it can be broader than that. That is why I would like to know the representatives. How broadly are you seeking to involve all parties in the problems of apprenticeship and its future health?

17:00

Hon. Mr. Sorbara: What do you mean by all parties? Do you mean the parties you have just mentioned?

Mr. Jackson: I have a longer list, but it would be a great start if you would get Mr. Tully to tell us who is involved from the Ministry of Education, the Ministry of Colleges and Universities and the Ministry of Labour, if anyone. They would be three good ministries to start with.

Mr. Tully: In all three cases, you would have to ask the deputy ministers in those ministries who they were going to designate to be responsible for liaising with us. It is not my

responsibility to designate a contact person within the Ministry of Education.

Mr. Jackson: If the minister and the deputy minister of Skills Development are not involved, are you telling me there is no linkage set in place? Is there no policy for involving those ministries in discussions to decide the future of apprenticeship in Ontario?

Mr. Tully: No, that is not what I said.

Mr. Jackson: You said it was up to the other deputy ministers to get involved. Are you not the top civil servant responsible for setting up these discussions?

Mr. Tully: I said it was up to those deputy ministers to designate the individuals within their ministries who would be involved.

Mr. Jackson: Have you invited them to do that?

Mr. Tully: At this point, we have not invited them to do that because we are still in the process of negotiating with the federal government on the terms of reference of that study.

Mr. Jackson: Will you be inviting them?

Mr. Tully: Yes, I will be.

Mr. Jackson: That is all I am asking.

Mr. Tully: I do not think that is what you were asking.

Mr. Jackson: That is what I was asking. I was asking when you were going to meet, how you were going to meet and whether they were invited to participate.

Hon. Mr. Sorbara: In the fullness of time.

Mr. Jackson: Mr. Warner brought up the matter of the West German example. I am pleased to see the minister has at least a certain understanding of how that has been developed. To what extent is your ministry involved in actively examining these programs that are set out as success models?

Hon. Mr. Sorbara: Do you mean the West German model, or what?

Mr. Jackson: We have heard of two today. I am sure the minister is aware of some of the factors involved in the Swedish model. They are all related to apprenticeship.

Hon. Mr. Sorbara: We have a very effective planning and development division within the Ministry of Skills Development. I cannot tell you what they read on a day-to-day basis. I am convinced, however, that within that division of the ministry, there is a working knowledge of a number of models, not only the ones referred to here but also a number of models. It is a very

competent group. I am satisfied that the policy work that will come out of there will take into consideration some of these other models.

Mr. Jackson: If I can pursue for a moment the area of seeking craftsmen or apprenticeship graduates from abroad, does your ministry have a handle on the number of such positions required at any one time? Do you have any data with respect to the number of required tradespersons we need from abroad? Would the figure be 100, 500 or 1,000?

Hon. Mr. Sorbara: Perhaps one of our officials could give you a more detailed answer. Let me say at the outset, however, that my understanding of the granting of an employment authorization for a nonresident individual to come and work in Canada is not generally available to someone seeking an apprenticeship position. They are in the area of skills that are clearly identified to be in short supply within Canada's population.

Mr. Jackson: I did refer to apprenticeship graduates in my question, did I not?

Hon. Mr. Sorbara: I heard apprentices. Let us call them what they are: journeymen. The federal government, through the Canada Employment and Immigration Commission working in conjunction with all provincial governments, identifies skills that are in short supply in Canada. Employers must identify clearly the steps they have taken to secure people with the skills they require from the Canadian work force.

The work of the CEIC on an ongoing basis to determine skills that are in short supply is done in conjunction with each provincial government. In the case of Ontario, that is the Ministry of Skills Development. Do you want specific numbers on specific professions?

Mr. Jackson: At any given time, does your ministry have a handle on what the needs are and/or how many are currently being sought out? I am really inquiring about the ministry's ability to maintain a data base that can react to market conditions or whether you are going to increase your policy analysis divisions in the kinds of expansion you have indicated. God only hopes that you have a sufficient data base to analyse, if I can be so—

Hon. Mr. Sorbara: Bold.

Mr. Jackson:—specific, not bold. I need full explanations to understand. I have serious concerns about how effective it can be if you are not developing certain types of data bases.

Hon. Mr. Sorbara: I will refer that question to the deputy.

Mr. Tully: On one hand, that issue will be addressed by the new Institute for Skills Training in its research activity. It has been given a specific focus in this area because of concern about the general data base associated with skilled trades people, the availability of these people and supply and demand aspects.

In conjunction with its responsibilities in dealing with the federal government in its training activity, the province does get involved on an ongoing basis in the development and assessment of skilled trade shortages and in the list of trades that are identified as being in short supply, for the purposes of directing federal and provincial moneys, where appropriate, to the enhancement of those trades.

The Canadian Jobs Strategy, for example, is driven to a substantial extent by the identification of those shortages. I would not say that the process of identifying shortages is a perfect one, and it is one to which we do want to devote more resources, but there is a system in place.

Mr. Jackson: There is a system in place that relies on the federal government and on the fact that you are going to be developing a data base through the Institute for Skills Training.

Mr. Tully: It does not rely on the federal government. The federal government relies on its system and we rely on our system, which is a consultative, from-the-ground-up system which assesses skills and shortages on a regional basis in consultation with community and industrial training committees. They provide input into the process through needs surveys on an annual basis and through local colleges that are involved in training and so on.

Mr. Jackson: You can break down certain apprenticeships by region or whatever, but that is not as important. Do you have numbers, at any given time for whatever length of time, which indicate the demand or the shortages in these areas? I know you have the statistics on how many are in the programs and at what level at any time. I am more concerned about the demand. I know you have the data on the people who are in apprenticeship.

Mr. Tully: I understand.

Mr. Jackson: I am trying to marry those two because that seems to be a hell of a gap.

Mr. Tully: We have a sense of shortages from employers and the marketplace, if that is what you are referring to by demand. We have that, but we do not have numbers that suggest—

Mr. Jackson: That is what I asked for. What is your data base for the needs for these workers? That was my original question.

Mr. Tully: As I indicated, that is the result of work done with employers on a regional basis across the province.

Mr. Jackson: You have a panel of \$4 million for trade upgrading. Are you able to determine now where the debt should be appropriately rationed, or will that be done on an ad hoc basis? Do you have policies to determine the most effective use of those dollars based on the question I just asked?

17:10

Hon. Mr. Sorbara: The initial thrust for the trades updating component of the strategy is in motor vehicle mechanics and industrial electronics. I mentioned that in my opening statement.

We will be utilizing information from industry, labour and government to determine what trades we should be bringing in following these two initiatives. Through a process of consultation, we will determine where it is most important to proceed next. I cannot tell you what trades will be next in line for the trades updating program. We determined the two I have mentioned to be the two important ones to start with.

Mr. Jackson: Those have percolated up from comments by industry out there?

Hon. Mr. Sorbara: Primarily from provincial advisory committees. There are PACs relating to each apprenticeship trade. The information we get through that network of advice will assist us in making those decisions.

Mr. Jackson: Is there going to be a conscious effort to put much of that into a data base where it is more measurable?

Hon. Mr. Sorbara: I suppose we will be moving towards that sort of regime.

Mr. Jackson: Are you speculating? Could I ask the deputy if that is the plan? I am sorry, but I really am concerned. It should not be objected to out of hand just because you are increasing policy people, but if there is a conscious effort to improve the quality of your data base, then you can do targeting and other things. That is why I am anxious to get some straight answers in this area. I am sorry. I am pushing for something a little more clear. I hope it will happen.

Hon. Mr. Sorbara: There is a good deal of data already available. Obviously, with the Institute for Skills Training and the trades updating program and strategy, we will be expanding the data we have available. Do you want to know specifically how we will be expanding the data, how we will be gathering it and how we will be storing it? I am not sure of the thrust of your question.

Mr. Jackson: I was anxious to get a clear statement that there would be more quantitative data or qualitative data than the type of stuff that comes from advisory groups. I am not denigrating what comes from advisory groups, but clearly we should be looking at measured needs of industry.

I wanted to pursue that area of questioning with respect to your ministry's grant of \$15 million to the Toyota corporation for skills development. I would like to pursue the way that decision was made and how, specifically, it is tied to actual apprenticeship training or whether it is just a grant to that company. I happen to have some concerns, and I am sure Mr. Warner shares them, that you are giving \$15 million to Toyota—granted, over five years—yet your total commitment for trades upgrading is \$4 million a year.

I have some serious considerations. Of the \$4 million, you have already targeted the auto manufacturing sector as the significant beneficiary of those initiatives. That is what they are, and they are to be applauded, but how many other companies have received that? I think it comes from your Ontario skills fund, which allowed you to give those moneys in negotiations with Toyota.

Hon. Mr. Sorbara: Those moneys did not come out of the skills fund.

Mr. Jackson: Where did the Toyota bucks come from?

Hon. Mr. Sorbara: First of all, with respect to the Toyota grant, you are right that it is \$15 million over four years. It is part of the development plan of Toyota to spend some \$90 million on skills training in conjunction with a very substantial investment for new facilities in the province. I cannot tell you specifically the line item where it is identified here but we will find it and we can discuss it further.

I am told by my deputy that it will be provided for in supplementary estimates that were tabled today in the House. The issue will be whether they require those funds in this current fiscal year. That has not yet been determined.

Mr. Jackson: Were you involved in the negotiation of that package?

Hon. Mr. Sorbara: I was consulted. I was not the chief negotiator for the government. Those negotiations took place primarily in the Ministry of Industry, Trade and Technology, but we were consulted and we were delighted to participate through an incentive towards skills training.

Mr. Jackson: I do not know how recently you have checked with Conestoga College of Applied Arts and Technology, but it seems that the original terms of that agreement are going through a metamorphosis of their own. They are now going to be involved in the auditing and monitoring of those funds but not necessarily with respect to their delivery. Was that your initial understanding?

Hon. Mr. Sorbara: I will let the deputy answer that question because he is more familiar with the specific terms of the deal than I am.

Mr. Tully: It was always anticipated that there would be a substantial mix of training activity involved and that a fair bit of the training activity was going to be in Japan, in Toyota's other facilities there. Ontarians were going to be taken there for hands-on experience in Toyota's plants. This is fairly typical of Japanese auto makers in establishing facilities internationally. It is an important part of their training activity.

As well, there will be a fair bit of on-the-job training involving trainers from Conestoga College and from outside the training institutions. Some training will go on in Conestoga College as well. It is a mix of training activity. In a package as large as \$90 million with 1,000 workers, you can imagine that to be the case.

Mr. Jackson: In the original agreement with Toyota, could you please advise to what extent the \$15 million was tied to specific apprenticeship positions or specific jobs? The issue of matching dollars does not concern me as much as the objective of tying it to actual job positions and upgrading. To what extent is there protection in the agreement to that effect?

Mr. Tully: The issue you are raising is better dealt with in the context of the overall package and the arrangements between MITT and Toyota.

Mr. Jackson: Either MITT negotiated or you had some input. I am simply asking to what extent is it tied to it. I am not trying to say it is right or wrong. I just want to know. Is there that kind of protection?

I have some statements here from both the president of the company and from Conestoga that indicate there is some concern about a shift in the original mandate or the original framework for this rather healthy skills development inducement of taxpayers' money. To what degree have we protected ourselves, to ensure that it is tied to employment situations?

It is quoted here in the Kitchener-Waterloo Record that the travelling costs and the training

of the Japanese workers will be part of the costs in that \$15 million. Was that something you accepted willingly or were you blind-sided and knew nothing about it? How many more agreements are we about to get into with offshore auto makers where we can make changes now and learn whether our automotive friends offshore have a more creative interpretation of how they handle their skills training money? That is why I am asking the question and that is why I would like to know to what degree it is tied to it and, if it is not, what we can do about it.

17:20

Mr. Tully: I do not think there is any change in the anticipation of what Toyota was going to do with respect to its overall training plans—the \$90 million I talked about. From the beginning, it was anticipated that Canadians who would be involved in that plant—in management and engineering functions, the assembly-line team leaders and group leaders, assembly workers and skilled workers—would all be involved in some kind of training activity, including training in Toyota facilities on site in Japan.

Mr. Jackson: In conversations I had today in the region, I am advised—and I was able to find an article to back it up—that we are now discovering, as we get Toyota to the table to discuss its plans, that there are approximately 150 workers coming from Japan. We are going to send 100 of our workers to get training over there and then bring them back.

But the most important piece of news, which has come as news, is that the dies for the production are coming from Japan—they are not being done internally in Ontario—and that we are looking mostly at assembly positions which do not take, as you well know, a tremendous amount of apprenticeship skills training if you have your basic literacy skills, your secondary school graduation diploma. Aside from its monotony and all the other factors that go into the line job, we are not going to need to spend \$15 million to train assemblers in Cambridge.

The lion's share of the positions, as we are starting to be able to picture as the smoke clears, are mostly assembly jobs. Most of our money is going to be going towards not only the training and the transportation costs to bring the Japanese workers to Canada, but also to sundry expenses such as English as a second language. There are even some discussions about providing school services.

I wonder to what degree those moneys are being tied to employment for Cambridge workers.

Hon. Mr. Sorbara: First of all, let me introduce Barry Rose, newly come to the table, who will speak to this issue and give my friend Mr. Jackson some more details. My understanding is that the mix of skilled workers and assembly workers and group leaders and managers at the Toyota facility will not be unlike the mix at any other automobile plant in Canada.

We also say that assembly work within a modern automotive facility is not the kind of job that you simply come to on day one and for which you need no training. The style of production that we anticipate for Toyota in Cambridge, as for GM in Oshawa or other automotive assembly plants, is rather sophisticated.

For example, to divert to General Motors for a minute, GM is spending a very sizeable amount of money for training of its assembly workers in conjunction with a vastly revised approach to production at its facility in Oshawa. Training is important at all levels of the manufacturing process, whether it is at Toyota or any other plant. Barry Rose will speak more directly to some of the issues concerning the training of Canadians and who is getting what, and at what time.

Mr. Rose: The agreement with Toyota provides primarily for the training of 1,000 Canadian workers at the plant in Cambridge. Some of those workers will be trained in Japan and some of them will be trained in Cambridge by Japanese trainers.

As we do with many of our programs, we will pay the costs of instruction. In this case, we will pay for the costs of instructors in Japan and we will pay for the costs of instructors at the Cambridge plant. Generally speaking, the labour force at Toyota is going to be approximately 500 assembly workers. There will be about 150 group and team leaders. These are people who not only have responsibilities to know every job that members of their teams have to do; they are also selected for their abilities to train workers.

We have learned from working with Toyota the tremendous emphasis it places on training. Every worker is expected to be able to train his fellow workers, and promotion through the first two levels—I guess what we would call foreman and senior foreman—is very much based on an individual's ability to train.

They have 68 very highly skilled positions within the plant. Just to reflect on one position, in the tool-and-die trade, they showed us a program for producing a fully qualified tool-and-die tradesman which took 10 years. At the end of the

10 years, that person was expected to be able to train competently anybody within that field.

They are going to have a number of very highly skilled tradesmen. We have not yet spoken with them about apprenticeship. No doubt the college, which is acting on our behalf in administering the agreement, will be speaking to Toyota about apprenticeship. In some cases they will have to have apprenticeships, in trades where they are compulsory, particularly with respect to the maintenance of the factory.

It is important to understand that the Japanese we are dealing with in our agreement, those coming to Canada, are coming only to train Canadians and that the thrust of the whole agreement is the training of Canadian workers.

Hon. Mr. Sorbara: Let me add to that. The flow of funds will be over five years and I am fully confident that the training will benefit Canadians. I think Mr. Rose gave you the details. I think there was some suggestion in your remarks, Mr. Jackson, that we were somehow getting scooped on this one. Conestoga College of Applied Arts and Technology has all the experience it needs in managing and acting as our agent in this regard. I am confident that the \$15 million is a good investment.

Mr. Jackson: The point that required stressing was that there is concern within the community that a lot of the dollars were going to bringing in Japanese trainers; that we are paying the salaries of Japanese trainers.

Hon. Mr. Sorbara: We certainly will be paying the salaries of Japanese trainers. Mr. Rose made that point perfectly clear.

Mr. Jackson: That has not come out in a significant fashion before today. I appreciate that where those dollars will be allocated has been clarified. I think it was Mr. Rose himself who indicated in a public statement back in late September that there was an anticipation of Toyota coming to your ministry for additional dollars for training purposes once this initial training period was over.

Hon. Mr. Sorbara: Under the Toyota agreement?

Mr. Jackson: No. That will become the norm.

Hon. Mr. Sorbara: Not under the Toyota agreement, but initiatives similar—

Mr. Jackson: That is already there. After the agreement is in place, certain wage subsidies may be required for training purposes, to continue the employment at the plant. Are you anticipating that?

Hon. Mr. Sorbara: We are not in the business of wage subsidies and we do not anticipate wage subsidies subsequent to the completion of the five years.

Mr. Jackson: I will give you the reference and you can talk to Mr. Rose about that later.

Mr. Tully: I think what Mr. Rose might be referring to—and I can let him speak for himself—is that as a good employer in Ontario, Toyota will be eligible to participate in any programs in which this ministry or any other ministry is involved.

You raised the issue of apprenticeship and discussions on that front. We would be very much interested in having Toyota participate in our apprenticeship programs. To the extent that they did, they would be involved with our ministry. We are not in the business of direct wage subsidies. There are wage subsidy components that the Canada Employment and Immigration Commission provides for apprentices when they are in school. I assume that Toyota would be eligible as any other employer would be eligible not for a subsidy to the firm but for a subsidy to the individual, an income support to the individual in those cases.

17:30

Mr. Jackson: My final question on the Toyota matter in Cambridge has to do with getting back to my pet peeve, which is the linkages. I understand the special education advisory committee in the area has recommended that there be some linkage with the secondary schools. Waterloo happens to have one of the better programs in Ontario. It has what is called two open-door schools, which have an accelerated program for granting a secondary school graduation diploma, the absence of which, as you know, is a severe liability in this province. There seems to be some concern that they have been bypassed as a delivery mechanism for assisting workers in that area.

I thought it was unusual that the ministry's plans, in spite of any recommendations that came from SEAC, were to avoid any linkage when we do have an opportunity to get the SSGD done by qualified persons—not in a secondary school setting, but done by qualified secondary school teachers—and then proceed through the various other programs to get them on to an apprenticeship or to assist them in being more eligible to get involved with the Toyota matter.

In that community, given it has such a superb program and one of the best SEACs in the province, why did we not take the SEAC's advice?

Hon. Mr. Sorbara: I do not think it is a matter of not taking its advice. Perhaps that comment was made because Conestoga College was designated as our agent in respect of the contract. Toyota was put in touch with all the various levels of educators in the area, including the University of Waterloo, Conestoga College, Wilfrid Laurier University and the various school boards. I do not think anyone has been excluded from this process.

Mr. Jackson: I am not trying to establish whether the minister is aware of it; I am trying to establish from your staff why the decision was made to go just in that area, and whether you can be open to the fact that there are some very good linkage programs which can help the workers in that area, the young people and the drop-outs.

I have a statement from the Waterloo County Board of Education that the Futures program is acting as a form of a drain in encouraging certain drop-outs to occur. You have an opportunity to counteract that process by encouraging not just your community college but also your secondary school system to assist in the upgrading to the minimum standard, which is the SSGD level.

There is absolutely no excuse in Ontario today for a student not getting his secondary school graduation diploma because we have the three levels for them to pursue. It is a matter of retraining them. The minister has to be aware that there becomes a somewhat attractive lure to community colleges, away from our secondary schools, and community colleges cannot grant a diploma. Only the principals of our secondary schools in this province have the authority to do that.

Rightly or wrongly, we are not here to second-guess why employers do things, but we are here to encourage certain programs that will help account for that. Employers are making biased decisions against the person who does not have an SSGD. To go the route through your community college system may not be in the very best interest of a young person.

I am not on topic at the moment, but I intend to pursue that in greater detail. It is particularly appropriate to an opportunity that has arisen in the Cambridge community.

I am asking supplementary questions of you, Minister. When you responded, "Let us enhance the profile of and respect for skills training," the problem is who really makes the decisions in contracts between unions and employers and the whole problem of apprenticeship opportunities increasing as the marketplace increases and/or declines. Clearly, the secondary schools can

participate more actively and more effectively as a delivery mechanism in those circumstances, so a student gets his SSGD, then goes on and gets involved in further training and the workplace.

Your ministry should be more open-minded with respect to that, because the evidence is there that training is to be done primarily with the focus on our community colleges. I think the Premier (Mr. Peterson) made a conscious decision about that when he appointed you as both Minister of Skills Development and Minister of Colleges and Universities; that was the first time that had ever occurred.

I believe significant losses are being experienced at our secondary school level. That is my point, and that is why I lament the fact that nowhere in all my inquiries—and I have made several—is there evidence that anybody in the Cambridge area is trying to support our technical programs, retain our students and ensure they get SSGDs. In spite of what we know will be prosperous times in employment situations, we will still have unemployment in that area. The minister's policy people should at least be looking at that area.

Hon. Mr. Sorbara: I am not sure this question relates to the Toyota contract at all.

Mr. Jackson: There are 1,000 workers, and there may not be room for a secondary school program. I say it relates pretty clearly.

Hon. Mr. Sorbara: A secondary school program in relation to what?

Mr. Jackson: We are providing no additional funding in the technical programs to assist in that area so we can retain basic level technical skills in those students and do what you identified as your first concern, which is to build a healthy respect for technical training.

Hon. Mr. Sorbara: If you are asking me why I am not funding technical programs in secondary schools—

Mr. Jackson: No. I am saying a responsible minister would look at the whole picture and work openly with other ministers to ensure that the limited resources Mr. Conway has to spend on technical education reinforce what you are trying to do for skills development, what Mr. Wrye is trying to do with certain labour matters and what Mr. Sweeney is trying to do with disabled workers.

In my view, a responsible overview of apprenticeship or skills training should look at the continuum, the needs of young persons from the time they are in high school right through to the time they get jobs, their journeyman papers

and so on. We cannot deal with them in isolation as being unemployed or as undertrained workers on a job site; we have to deal with the whole picture. That is all I am asking you to do. I got straight answers from you, and I appreciate the fact that you told me you are not talking to Mr. Conway.

Hon. Mr. Sorbara: That is a pretty big recipe.

Mr. Jackson: If it is too big for you, perhaps there should be a full-time minister. You should be looking seriously at the Swedish and West German models, which have mastered this notion of a continuum and linkage, but you do not seem to be that interested.

Hon. Mr. Sorbara: From the rather specific question of whether the school boards are involved in the training allowance being granted to Toyota, you have gone to a call for the creation next month, or by the end of the fiscal year, you hope, of a perfect continuum of opportunity right from, I guess, junior kindergarten. Let us get a little serious about this stuff. You suggest in a line of questioning on Toyota that the Futures program is somehow taking kids out of school. That is simply not true. You suggest the school boards have somehow been cut out of the Toyota deal. That is just not true.

Mr. Jackson: Then tell me how we are involving the secondary school students, retaining them and getting them their SSGDs, so we have better workers going in there and so we are not spending all these dollars on retraining. Is not the perfect system for you that you do not have to spend money on training, that our school systems will help reinforce it and that our employers will work towards it? That has to be the model you are working towards.

Hon. Mr. Sorbara: No. That is not the case. Training is not simply—

Mr. Jackson: As Mr. Warner says, you are going to have nothing but tired Tory policies for the rest of your term.

Mr. Warner: I did not say that.

Mr. Jackson: But it is a good line, isn't it, David?

17:40

Mr. Warner: If you want to talk about tired Tories, you go right ahead; be my guest.

Mr. Jackson: Did you have a comment, David?

Mr. Warner: I was wondering whether the secondary schools in various regions are includ-

ed in the industrial training advisory groups, which involve industry and the colleges.

Hon. Mr. Sorbara: In some instances, they are represented.

Mr. Warner: Is it a policy that they are invited, or have they just wedged open the door on their own?

Mr. Rose: The industrial training committees consist primarily of business and labour, and the normal practice is also to invite the local community colleges, the local boards of education and any other interested groups; the Canada Employment Insurance Commission is generally represented, as is the Ministry of Skills Development. At the ones I have visited, I find there is generally somebody from the secondary school system.

Hon. Mr. Sorbara: I do not where you are going with that line of questioning, David, but Cam has suggested that somehow the perfect training level would be if it all happened within our formal public education system, whether it is primary, secondary or post-secondary. That is not our view of the world. Our view of the world is that training has to take place in the work place as well and that training has to be part and parcel of life in the latter part of the 20th century and certainly in the 21st century.

Our direction is to try to incorporate more and more training as an ongoing part of doing business and of life in this province. Sometimes that will involve an institution and sometimes it will not. Sometimes it will involve people returning to secondary schools formally. Sometimes it will have people going to community colleges, universities or whatever for the first time. There is no perfect, magic form that says, "If we did all our training and got everyone a secondary school diploma, we would not have to have a Ministry of Skills Development." That is not our view of it.

Mr. Jackson: That is interesting, but that was not my question.

Hon. Mr. Sorbara: But it was your suggestion. You suggested that if I somehow could get together with Mr. Conway and we could make sure everyone had the perfect education in the secondary schools, we would not need—

Mr. Jackson: I will be asking you specific questions about high school drop-outs and the measurement of that group of our unemployed. At that time, I will be better able to illustrate the point I am trying to make so you understand it. I can assure you my conversations with Mr.

Conway indicate that if you are not interested in this area, at least he is.

Hon. Mr. Sorbara: I should think he is, and I can tell you that I am as well.

Mr. Jackson: And he would be interested in some support as well.

The Vice-Chairman: Does that exhaust the apprenticeship discussion from the two critics?

Mr. Jackson: No, but I have had more than my fair share of the time on apprenticeship; so I will yield to Mr. Warner.

The Vice-Chairman: I have a quick question. I would like to know whether the ministry guideline of one journeyman to one apprentice is a new guideline with the new ministry or whether that was the ratio with the previous apprenticeship branch.

Mr. Lanthier: That ratio is in that particular trade, and it has been that way since that trade was brought in as a regulated trade for apprenticeship.

The Vice-Chairman: Therefore, what you are doing is simply setting the base figure. Apprenticing is, after all, at least one apprentice and one journeyman; otherwise, you cannot have a system. That is why you have that basic ratio. I presume you phrase it "at least one," because the collective agreements that are legitimized out there, from your point of view, might exceed that in terms of the number of journeymen.

Do you monitor the number of journeymen per apprentice on a regular basis? I ask that because in meetings held two years ago with building trades people, I understood from the branch representative who was present that nobody at the branch had any idea what the ratios were. That seemed to be a matter of some concern to the building trades. Is there an active monitoring program that keeps in touch with the shop-by-shop programs and the ratio of journeymen to apprentices?

Mr. Lanthier: Yes, there is. I should say, though, that the journeyman-apprentice ratio varies according to trade, and it is not one to one for all trades.

The Vice-Chairman: I understand. But could you supply those figures to an inquirer for any shop at any time?

Mr. Lanthier: It would take some time, but yes, we could get that information.

The Vice-Chairman: They were aware of shops where agreed-upon ratios in those shops were no longer prevailing, and they wondered how to get at that problem. That was why they

were asking at that time. Your representative in that discussion indicated quite clearly that there was no active monitoring program; so there was not a bank of information on that item. However, you say you can access that information.

Mr. Lanthier: Our consultants, who sign up the apprentices, are aware of the ratios and would not sign an apprentice above the ratio provisions.

The Vice-Chairman: Thank you. Mr. Warner?

Mr. Warner: There are so many things on apprenticeship; I could spend hours and hours on it. It has been a deep interest of mine for quite a few years.

The Vice-Chairman: Mr. Warner, an interesting question would be where the ministry started from. One thing I was curious about was that investigation or study into new approaches and getting on with the task appears to be at a very primitive level even now, although the branch has been around a long time, and there was at least a previous nucleus ministry in the former structure of things.

Can you give us a brief sketch of what your starting point was as you started to work into this apprenticeship question? Are there no studies or partly completed studies? Did all the previous initiatives simply run out and have no effect? As you reorganize the ministry on this new basis, what is the starting point in terms of your apprenticeship scenario?

Mr. Tully: This is an area that has received a good deal of attention, albeit on a sporadic basis, over the past 10 or 15 years. There have been studies, such as the Dymond report back in the 1970s and the Hushion report, all of which dealt in one way or another with the system at the time they were done.

There may not have been as much of an interest before, when apprenticeship perhaps was not as important a component part of any ministry's attention. However, there is a mandate now to address that issue—the minister has provided that to us—and there is a desire to make some headway.

The Vice-Chairman: It has always seemed to be a live question in one sense. Certainly in the five years I have been around, it has kept cropping up.

Mr. Warner: Apprenticeship is something I recall raising 10 years ago. It is there, and it does not get addressed.

The Vice-Chairman: The reason I asked the question was that with a new ministry, it is useful to get a sense of where ground zero was for your

ground-breaking operation so one can measure how much progress is being made.

17:50

Mr. Jackson: I would like a supplementary on the vice-chairman's question. In my opening statement—and unfortunately our current chairman was not present when I made it—I indicated that in the division areas of the Ministry of Skills Development, from whichever ministry it was embodied in at the time, we were talking about developing a world-class North American model. The community colleges and the linkages with the high schools were significant components of that. We were consciously moving towards the European model.

There is evidence everywhere. Bernard Shapiro spent last summer in Europe. All sorts of people have been across the pond to study that thing. We were moving towards that model. I am trying to get a sense out of these estimates, but I am not succeeding to the extent that I would like. Maybe the reason is that the minister himself does not know, but I sense we are going to dismantle some of those initiatives and we are moving to something of an entirely different skills delivery model. There is nothing ideological about it and there is no need to bring up philosophies when you talk about the successes in Sweden or Germany if you have taken the time to assess them in terms of their success.

The secondary schools in Sweden guarantee a job for their graduates. That is an agreement that is struck with the community, the industries, the labour unions and with the trustees of the school system. After an hour and a half, the minister has failed to understand that very point I am raising, but the vice-chairman was kind enough to ask the question in a more succinct fashion. What new stamp is the minister bringing? Is he going to catapult that direction in a whole new way? Is he going to take what was started? He can tag it as being slow, indifferent, or whatever, but that was where we were going and we do not seem to be going down that track any farther.

I think it is important that we get it out on the table. Somebody should be talking about it in a public forum and we should be inviting participants into that forum. That is the point I was making. I think all members of the Legislature share that concern.

The Vice-Chairman: I am not so sure that was a question.

Hon. Mr. Sorbara: Did you understand that as a question? It is an interesting comment. Frankly, I do not know what visionaries you are referring to, or the commitment to a European

model. I will simply say that we do not currently have a situation in Ontario where the Ontario government, through its school boards or whatever other mechanisms it has, guarantees a job for every graduate from secondary school. We do not have that model.

If you are suggesting that we move towards that model, that is an interesting suggestion. It was not a part of the policy of the previous government to work towards that model. I think we have done very interesting and successful things through the Futures program to guarantee every young person in the province an opportunity of employment and training for a year. Maybe we are working towards that.

In doing that, you may suggest that somehow we have utilized the resources of community colleges to the detriment of school boards. I do not think that is the case. In most instances, in virtually all instances out in the field, school boards and community colleges are working together to help us implement this program.

Indeed, the consultation process has been mandated—you talk about linkages and where the linkages are—on the ground, where the program is actually delivered. Our delivery agents work closely with school boards.

The Vice-Chairman: I notice Mr. Warner wants to get in on this. I am not sure whether he wanted to refer to Tories becoming social democrats.

Mr. Warner: Obviously, Mr. Jackson has quite an enthusiastic interest in the subject as well. My last comment to the minister is that he could view the situation as a challenge to not accept the status quo and to take a look at a couple of things. First, you could take a look at what is available in other jurisdictions, very specifically Sweden, West Germany and others, to utilize the expertise and the good-quality staff you have at your disposal, and their interests and energies. They have, I think, made the best over the years of some poor direction from the top, from the previous government.

Hon. Mr. Sorbara: From those visionaries in the previous government.

Mr. Warner: If you utilized the good people you have and took a look at what is available in other jurisdictions, I would be shocked if you did not come up with something better than what we currently have in Ontario. We need something better, and that is what I put to you as a challenge. Take that, run with it for a while and come back to this table a year from now, whether you are in that seat or this one. Notwithstanding the comments from Mr. Jackson, who, to a certain

extent, is saying there is a nonphilosophical point when you look at the success, we of course know the philosophical underpinning of that success was a Social Democratic government for 48 years.

Mr. Jackson: No. It was co-operation, pure and simple.

Mr. Warner: Co-operation based on the philosophy and the policies brought in by the Social Democratic government in Sweden over 48 years.

Mr. Jackson: Consider that there is more privatization in Sweden than there is Canada. Then you have a point.

Mr. Warner: The results cannot be debated, so it behooves you to take a look at those jurisdictions, with or without your critics—that is your choice—find out what they do and see whether some elements of that can be applied in a practical manner to Ontario, not holus-bolus, but what aspects of their program can be implemented here. The crunch part of it will be co-operation between all the employers and all the unions—all working people, whether they are in or out of unions—and the government. The crunch will be that trio.

You have to put it together in a formal way. It cannot be an ad hoc arrangement. It has to be a formal setting of some sort, and that is going to be a tough one, because a lot of employers will not have anything to do with it. If it is just left on an ad hoc basis, as it has been over the years, notwithstanding what happens—a lot of the industrial training council things work really well and you have some very sincere people from industry who are working hard with the unions in the area and working hard with the colleges in trying to get something working. I acknowledge that, but that is not good enough. There has to be something more.

Hon. Mr. Sorbara: I welcome the challenge. I really do take this area very seriously. Let me just say, though, in responding to that challenge that when you talk about Sweden as one instance, you talk about a nation. In Ontario we are talking about a province that has an ongoing relationship with a federal government. Frankly, this area, particularly in the area of long-term industrial training, is an area Ontario cannot just relieve the federal government of.

Mr. Warner: Even if they do not want the responsibility?

Hon. Mr. Sorbara: Even if they do not want the responsibility. If Ontario were acting exclusively on its own and were not part of a

Confederation, it would be at least somewhat easier to design an Ontario model. The feds are in this exercise to the tune of \$50 million a year. They have a very important stake in it. Part of the dilemma of the slowness of progress is that we work within that process. I do not know whether in Sweden a local county somehow had a good idea that ultimately saw its full fruition at the level of the Swedish Parliament and a Swedish ministry.

I hope ideas that will be of benefit and can be implemented right across the country will come out of Ontario. I simply warn you, in saying I welcome the challenge, that it is going to be a rather protracted affair because of the players involved. We must involve labour, obviously, and certainly the Institute for Skills Training, the community industrial training committees and the provincial advisory committees will be vehicles we will use.

The other very important player is, of course, the federal government. Was it Marc Lalonde who said Canada is one big federal-provincial conference meeting interminably? That is the reality of the Canadian state. After we undertake this exercise and look towards bringing about substantial and significant reforms, I hope you will say at estimates a year from now, "That was a pretty good move on your part, even though you did not give me a, b or c." That is the context we are working in.

The Vice-Chairman: We have run out of time.

Mr. Jackson: I will comment briefly. I am amazed to hear what I just heard from the minister, lapsing into a speech about nationalism and our role in it. I specifically want to remind the minister that the manufacturing backbone of our nation is Ontario. There are entire industries here; the auto industry is an Ontario industry; it is not a Canadian industry to the extent that you would style it as such. That is why we built the world-class community college system, which has now been entrusted to you.

I am surprised that you do not understand the context in which this government's responsibility is to the health and long-term wellbeing of our manufacturing sectors. To suggest that it is in some way a way to react to a federal partnership, I have to tell you we will expect far more in the province. The Minister of Northern Development and Mines (Mr. Peterson) is currently going through difficulties because of the fact that we are relying too heavily on the federal government to ensure the success of those northern Ontario

industries. I hoped you as minister would have mastered that basic concept.

Hon. Mr. Sorbara: That is a great bit of nonsense to end today's hearings with. I did not say any of the things he suggested.

Mr. Jackson: That is why I responded; I could not allow that to sit on the record.

Mr. Warner: The feds have the responsibility for training, so we have to deal with Brian the albatross.

Hon. Mr. Sorbara: My friend Mr. Jackson has never read the national training legislation.

Mr. Jackson: I have read it.

The Vice-Chairman: Gentlemen, this session is adjourned in a very lively state. Perhaps it will pick up in a lively state tomorrow at 3:30, when we meet again. I will see you then.

The committee adjourned at 6:02 p.m.

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Jackson, C. (Burlington South PC)

Warner, D. W. (Scarborough-Ellesmere NDP)

Witnesses:

From the Ministry of Skills Development:

Sorbara, Hon. G. S., Minister of Colleges and Universities and Minister of Skills Development
(York North L)

Tully, D. B., Deputy Minister

Rose, J. B. S., Director, Training Support Services Branch

Lanthier, J. P., Director, Apprenticeship Branch



No. S-28

Hansard

Official Report of Debates

Legislative Assembly of Ontario



Standing Committee on Social Development

Estimates, Ministry of Skills Development

Second Session, 33rd Parliament

Tuesday, November 4, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers

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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 4, 1986

The committee met at 3:41 p.m. in committee room 1.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT (continued)

On vote 3401, skills development program; item 2, skills training.

Mr. Chairman: We are dealing with the estimates of the Ministry of Skills Development. We are on vote 3401, item 2.

Mr. Warner: Briefly, on a point of order: I understand this committee has a steering committee.

Mr. Chairman: Yes.

Mr. Warner: I also understand the steering committee has not yet met to determine its priorities beyond the estimates.

Mr. Chairman: Right.

Mr. Warner: I think it entirely appropriate that the committee should meet as soon as possible to determine what its priorities will be so that I, among others, can learn whether certain bills are to be dealt with by this committee. I leave it in your hands, but I would request that the subcommittee meet as soon as possible.

Mr. Chairman: Your point is well taken, Mr. Warner. We still have 68 hours of estimates' time before us before we can deal with any other matter. By the way, it is not all Skills Development. You do not have to worry, Minister.

Hon. Mr. Sorbara: I know.

Mr. Chairman: I have not brought that up as an absolutely pressing need, but I will endeavour to pull us together in the near future. I know the clerk will whip me into shape to make sure we do.

Mr. Warner: Okay.

Mr. Chairman: Who has the floor or who would like the floor?

Mr. Warner: I think Cam did.

Mr. Chairman: Mr. Jackson, would you like the floor?

Mr. Jackson: When we were last together we were talking about apprenticeship programs, although we had got a bit off topic, as I recall, in the final 15 minutes.

I raised a point on day one of estimates with respect to the case loads our industrial training consultants were managing in the field. I had specifically shared one of what I believe are several cases where a complement of 800 or 900 young persons were being contained in a single portfolio by one of these industrial training consultants with the ministry. In some instances, but not that many, there was limited, if any, secretarial backup.

I would like to know how effectively we have our resources allocated in the field in order to ensure that these front-line consultants can continue part of their mandate, which is being advocates of the apprenticeship program. We established earlier that there were limited areas in which the ministry was advocating the apprenticeship program. One of the most significant is the front-line workers, the industrial training consultants.

Have your human resources people been looking at that? Are we anticipating smaller case loads? Are we hiring additional persons? I know you will get to that point as well.

Hon. Mr. Sorbara: Why do we not deal with those questions one at a time?

Mr. Chairman: Which one would you like to start with?

Hon. Mr. Sorbara: I will leave it to the questioner.

Mr. Chairman: Where would you like to start?

Mr. Jackson: Are you satisfied that your industrial training consultants are not overworked?

Hon. Mr. Sorbara: You are talking about the apprenticeship program.

Mr. Jackson: That is primarily the cases they are carrying.

Hon. Mr. Sorbara: I guess I should be satisfied. As much as I travel around the province and read my mail in the morning, I do not have a barrage of complaints from officials within the ministry. I will ask Jim Lanthier to comment on that. Jim, the question was whether our industrial training consultants are overworked. I am overworked, by the way, Mr. Chairman. I know that.

Mr. Chairman: That comes later under salary. We have not dealt with the salary question.

Mr. Jackson: We know he is overstaffed. We established that yesterday.

Hon. Mr. Sorbara: Apparently Mr. Jackson believes I am overstaffed.

Mr. G. I. Miller: I did not hear the question.

Hon. Mr. Sorbara: It was a long line of questioning, was it not, for one question or comment in question period? We have it established now.

Mr. Lanthier: In 1971 the ratio of consultants to apprentices was 300 to 1—one consultant to 300 apprentices. At present, it averages out to 430 to one. There is a range depending upon location. An industrial training consultant might have 150 apprentices as a case load, or as many as 850, varying according to location and geography.

Hon. Mr. Sorbara: Perhaps for the benefit of the committee, Jim, you can explain what a consultant does on an ongoing basis, the nature of his work. That might help my friend with his line of questioning.

Mr. Lanthier: We have hired 16 additional industrial training consultants in the past year. I am pleased to note eight of them have been women. The selection criteria involve knowledge of the legislation, experience in training, counselling, developing training programs, written communication and public speaking skills and program promotion. Those are the criteria we look at in our staffing arrangements.

Mr. Jackson: Has there been any effort to target the 16 new appointments to those areas where staff are carrying case loads of 850?

Mr. Lanthier: The majority of the newly hired consultants have been in southern Ontario where the bulk of the case load is.

Mr. Jackson: Could we get documentation to support that? I am aware of certain areas—for example, the Hamilton and the Halton offices, which are close to me geographically and in the area I represent; therefore, I am sensitive to it—in which case loads are in and around that ratio and have been for some time. It is virtually impossible to be an effective advocate of this system when one carries that kind of case load and tries to be effective.

If I can talk about the employment equity program which I asked the deputy minister about on the first day of estimates, we openly and candidly discussed the challenges it represented

to a portfolio or a ministry with a highly technical and industrial base. It all boiled down to this: is it easier to take someone with the consulting skills and then teach him what work in the industrial sector is like, or is it easier to take someone who has known industrial experience, unemployment and the problems, and then teach him to be a consultant?

To what degree do you feel you have succeeded with your equity employment in overcoming that challenge?

Hon. Mr. Sorbara: Mr. Jackson, just to interject before Jim answers the question and then I will pass the substantive answer to him, are you asking now about consultants and employment equity programs within the ministry?

Mr. Jackson: We are talking about industrial training consultants, and I specifically refer to eight of the 16 new positions. These are field workers, in effect. Therefore, they are responsible for going into an industrial environment and counselling, what has sometimes been referred to as a pre-programmed response to women in technologies. I want to determine if the ministry has any difficulties with women fresh out of university, hired in these roles, going into an industrial plant and acting as consultants.

15:50

The complications of this were recognized by Mr. Tully on day one of estimates. I had indicated I had received some feedback in the field that understanding employment equity might not be going over as well as one would hope. What are we doing in terms of training these individuals so they can be effective advocates in the field? Certainly, you do not hire someone straight out of university and put him into this industrial consulting mode. What kind of training goes on? That is what I am asking. How effective and how well are you equipping the employees you hire on the basis of employment equity? That is the nature of my question. I hope you do not just put them out in the field, because there are some pre-programmed biases to people who are put in those positions. I feel it is only fair that we do things to overcome those.

Hon. Mr. Sorbara: There is a good question, Jim. I do not have the answer for it. Maybe you do.

Mr. Tully: Perhaps I can say a word first. It is suggested in your question that we are sacrificing in some way—

Mr. Jackson: No, I did not impugn that.

Mr. Tully: —the quality, knowledge, experience and skills in a pursuit of employment

equity. We are not trading off all those qualities in pursuit of women in those positions simply for that goal in itself. What I said the other day and what I repeat again is that some of the qualifications that may have been traditional in the past with respect to being prerequisites for industrial training consultant jobs are not seen to be as important now as they were in the past. Other measures of knowledge, experience and skills are as important in the exercise.

We are not talking about green people in these positions, as you suggest; we are talking about people who are highly trained, highly experienced and highly knowledgeable, but as has often been the case in the past, they may not have been graduates of the apprenticeship system itself. They have acquired their knowledge, experience and skills in other ways and are just as valuable to us in the end result as the traditional industrial training consultant has been in the past.

I will let Mr. Lanthier speak specifically about the hiring process in which we have been involved for the past year.

Mr. Lanthier: In terms of your first question, we have made background in consulting skills a priority over trades background. In response to your second question, we have no problem with our women consultants. They have been among the most successful of our people. We have not hired anybody straight out of university.

Mr. Jackson: That was the answer I was looking for.

Is it appropriate to go into some specific apprenticeship programs at this time, given the ordering up of the estimates?

Mr. Chairman: Sure. Mr. Ward had a question. I am not sure if it was a supplementary. Is it a supplementary, Mr. Ward, or is it on another element?

Mr. Ward: No, it is on another element.

Mr. Chairman: How we take the vote is not based on this document but on the line vote in the overall document, which says "skills training."

Mr. Jackson: I was just trying to follow some sort of order.

Mr. Chairman: Anything you want to deal with in apprenticeship can be dealt with under this line.

Mr. Jackson: I want to pursue the status of the application for a wood products skills training centre at Conestoga College. It has been before the minister for some time. Can you take the opportunity to bring us up to date on its exact status? Will it get the approvals and what are the

plans? Are you familiar with the proposal, Minister?

Hon. Mr. Sorbara: A proposal had been put before the ministry for a skills training program in the area of woodworking. Is it the furniture manufacturing one you are talking about?

Mr. Jackson: Yes.

Hon. Mr. Sorbara: I have seen the submission and I have had a look at it. I had the deputy and officials within the ministry review it. It would be most appropriate to let the deputy bring you up to date on it.

Mr. Tully: The proposal really involves the three ministries of Skills Development, Colleges and Universities, and Industry, Trade and Technology. In terms of funding, it should be dealt with in the context of Colleges and Universities, which would be providing any capital funding involved in that facility.

For our own part, the minister has indicated to them an interest in the proposal and an interest in directing, through such a facility, activities that would relate specifically to that industry, which we would be involved financially. Ultimately, it is a question of Conestoga College determining its own priorities with respect to capital expenditures.

Mr. Jackson: I have been advised by Conestoga that they have rated it as their number one application and that this has been three years in the formulation stage with nine months of active discussions directly with the minister leading to a confirmation. We are talking about significant numbers of students involved in an industry that does need some assistance with respect to attracting workers of good quality and having apprentice graduates.

If you are unable to say whether you are going to support the program, can you tell us if there is anything in the proposal that you dislike so that you could be helpful to this group in terms of their application.

I am not getting a clear yes, you will approve it. We have established that Conestoga has made it a priority. They have agreed they will take on the responsibilities for woodworking industries in southern Ontario. Could the minister respond in a clear fashion with respect to these people?

Hon. Mr. Sorbara: Sure. One of the problems in the line of questioning is that my friend starts off with a question on apprenticeship as a preamble and then asks a question about a specific proposal for a wood products skills development centre at Conestoga College.

It is not an apprenticeship program. It is a skills training centre for a particular trade. Participants in the skills training program are not necessarily registered in an apprenticeship program within the apprenticeship branch.

My friend should understand that this question does not really relate to apprenticeship; it relates to skills training, obviously. The proposal has been submitted to me in my capacity, not only as Minister of Skills Development but also as Minister of Colleges and Universities.

There is no specific envelope within the Ministry of Skills Development to fund this type of proposal. Training at such a centre may take place through funding under Ontario's Training Strategy, under certain circumstances, were the centre to exist. It may well be that a number of industries would find it appropriate to utilize such a centre through funds available under Ontario's Training Strategy.

The proposal has come to me in that it certainly involves a capital commitment—a proposal of some \$5.3 million for such a centre. It is one I am very interested in. Regrettably, the demands for capital dollars within the Ministry of Colleges and Universities far exceed the annual capital allocations. We all know that. It is not news to anyone. The centre will be one of the initiatives we will look at for funding within the Ministry of Colleges and Universities once capital allocations are made known to me, the government and the public in general.

16:00

Mr. Jackson: If I may make a précis of the minister's comments, you are saying you have no specific program in place in your capacity as skills minister to fund the proposal from Conestoga?

Hon. Mr. Sorbara: I did not say that at all. I said "within the Ministry of Skills Development—"

Mr. Jackson: Let me ask you in a different way. In the six months remaining in the estimates before us, do you have money allocated for this program?

Hon. Mr. Sorbara: In the estimates before us? No.

Mr. Jackson: Are you planning to increase those dollars to approve this program?

Hon. Mr. Sorbara: In my initial answer I said there would be operating funds available for the programs of such a centre. The Ministry of Skills Development does not have capital funds. It is unfortunate. I am sure every minister in government would like to have a sizeable allocation of

capital. This ministry does not provide capital assistance.

Mr. Jackson: I ask you the question this way then. Will you as Minister of Skills Development counsel yourself as Minister of Colleges and Universities that this is a program worthy of your support and therefore will be approved and funded in the next six months?

Mr. Chairman: I am going to have him mumble to himself next to me here. I am not sure I can stand it.

Mr. Jackson: Are you prepared to give yourself that advice?

Hon. Mr. Sorbara: I am not prepared to tell you what advice the Minister of Skills Development is going to give to the Minister of Colleges and Universities. We are looking at it from the context of—

Mr. Jackson: You have been looking at it for nine months. Do you like it or do you not like it?

Hon. Mr. Sorbara: There are many things I like about it. Regrettably, there are many more proposals I like that cannot be funded, notwithstanding that I like them. While the assessment is going on, I am not prepared to tell you we are going to go ahead with it. I have to look at what Conestoga submits as its priorities for capital funding for the upcoming fiscal year. I have to evaluate those submissions in the context of all the other proposals for capital funding. As Minister of Skills Development, I am not going to give my colleague the Minister of Colleges and Universities advice he cannot live with.

Mr. Jackson: My final question on this specific point is how many other programs similar to this one are currently before you and of a similar status, that being that you have not given your stamp of approval or have been unable to advise yourself as the Minister of Colleges and Universities that they should be proceeded with?

Hon. Mr. Sorbara: These sorts of proposals are received by us within both ministries on a regular basis. I cannot give you a specific number as to how many we are now considering.

Mr. Jackson: Who within your ministry would have that compiled list?

Hon. Mr. Sorbara: Perhaps we will undertake to give you an answer the next time this committee sits. I assume we are sitting again, Mr. Chairman. Let me run through these votes and then I can go off on my trip satisfied that the committee is satisfied.

Mr. Chairman: I am only the servant of the committee and as I understand it, the committee wishes to have the full 10 hours.

Hon. Mr. Sorbara: Frankly, that is a good idea. I am in favour of that myself.

Mr. Chairman: Mr. Warner had a supplementary on this. Will that be all right?

Mr. Warner: Very quickly, I wrote a letter on this topic. I have written several letters. I sent a copy back to the good people who raised this issue in the first place. I do not understand the delay. I know about governments having to note priorities. It bothers me that to my knowledge there has never been any communication from any of the ministers involved—not just yourself, because there are half a dozen different ministries—saying this project has flaws in it or we like the program or we do not like the program and no indication that it is favoured but is way down the list of priorities. I do not want to put words in your mouth but a more forthright way to handle it would be to say: “Basically we like the program. It is a good idea but it is second or third on the list of priorities for spending money.” That would be better.

Hon. Mr. Sorbara: That is not the case. Let us use allocations for colleges and universities as an example. They happen once a year and when universities begin making their submissions to me on the extent to which base funding ought to be increased, I have to listen and bring all that information to bear in my submissions to government. At some point the government makes an allocation.

This submission has come forward at a period after allocations were made by MCU for the current fiscal year. I am not in a position either to encourage or discourage the proposal by suggesting, “Yes, if we can refine it a little, we will fund it on our 1987-88 capital allocations.” The style and practice has been, is and probably will remain, as far as capital allocations are concerned, that we receive proposals, evaluate them and then determine which ones we can proceed with and which we cannot.

I will give you another example. I have had submissions from my own colleagues in cabinet and in the Liberal caucus for support for a new building at Centennial College, and I have also heard from you.

Mr. Warner: Oh, you had better believe it.

Hon. Mr. Sorbara: It is a project I have a great deal of sympathy for, but I have no idea how much will be available for capital alloca-

tions for MCU for 1987-88. I do not know the size of the pie I am working with.

Mr. Warner: But at least in that case you told them it was not available for this funding year. The folks in this project have not even been told that. I do not understand why. First, there seems to be a lack of information coming out. Second, the system is too inflexible. The minister says he does not have capital funds available.

Hon. Mr. Sorbara: We could spend it all in one day.

Mr. Warner: I start the other way. If there is a problem, a way should be found to solve it. If a particular project is worth while, then a way is found to meet that. If it is not in that ministry, then go to another ministry.

Hon. Mr. Sorbara: I go to the Ministry of Health every day to try to get extra money but they never give it to me.

Mr. Warner: The system has to be more flexible.

Hon. Mr. Sorbara: That is an interesting observation to make from the perspective of the opposition benches and it may well be that my own party was making those observations from the observation benches.

Mr. Chairman: Or peanut gallery.

Hon. Mr. Sorbara: Peanut gallery or whatever you want to call it. Mr. Chairman, that was unkind.

Mr. Chairman: I am sorry.

Mr. Jackson: I want to inform Hansard it was the opposition benches, not “observation benches.”

Hon. Mr. Sorbara: I am sorry; that is correct, Hansard. I was up at 4:45 this morning.

Mr. Jackson: I know you are close to the press, but I never heard the Liberal Party put itself there.

Hon. Mr. Sorbara: In any event, within the procedures used for capital allocation, it is a once-a-year affair. There will be extraordinary circumstances where a project is so important and vital and develops such a priority that the government will take extraordinary measures to fund it. I tell you frankly, that sort of proposal is not of the type we are looking at here from the Ontario Furniture Manufacturers Association, nor is a new building at Centennial College. If a proposal such as that is put to government the answer is, “Just wait for your capital allocations, and if you think it is a very high priority fund it at that time.”

You should understand that if we started to get into the other regime government would be dealing only with ad hoc proposals rather than being in a position to do reasonable planning for capital construction, whether it is a wood products manufacturing centre or a new building at Centennial College.

16:10

Mr. Chairman: Dr. Allen, was yours a supplementary or another question?

Mr. Allen: No, this is not a supplementary. I was not sure whether Mr. Jackson was finished with that line of questioning and whether we were to go on to another area.

Mr. Chairman: My feeling is he has others, and I have Mr. Ward on the list prior to that. May I suggest that you raise another example and then we go to Mr. Ward and then back to you, Dr. Allen, so that we give people a shot at getting in.

Mr. Jackson: I will wait for Mr. Ward.

Mr. Chairman: All right. We will go to you after that, Dr. Allen.

Mr. Ward: Mine is not a supplementary.

Mr. Jackson: It is not supplementary on one of these programs?

Mr. Ward: I might as well proceed, I take it.

Mr. Jackson: No, I will go on then, if the chair is going to offer it to me.

Mr. Chairman: I am suggesting we might as well alternate with some questions because they are all falling within this particular realm. Will you go with another one, Mr. Jackson? Then we will go to Mr. Ward, back to Mr. Jackson and then to Dr. Allen, just to make sure we get people in.

Mr. Sorbara: There are no other questions then on this proposal for Conestoga College?

Mr. Chairman: That was the series.

Mr. Jackson: I would like to pursue a question with respect to correspondence, which I have shared with the minister and the Ontario Secondary School Cosmetology Teachers Association, regarding certain regulations that are being held up by the minister now.

Mr. Chairman: Is this cosmicology or cosmetology?

Mr. Jackson: The question may be cosmetology, but the answer might be cosmicology. You are probably aware that we have superb programs in our vocational schools, and some of our regular secondary schools, with respect to the teaching of hairdressing courses that lead to certain certifications and by which many of our

cosmetology teachers have upgraded their qualifications from a hairdresser to a hairstylist.

However, we are waiting for new regulations to come into force from your ministry that will allow the secondary schools to approve the start of the certification programs for hairstyling instead of just hairdressing. This is significant because it forces a student who has covered the subject area at a secondary school to then proceed to a community college and pay \$85 for a course to do the same work and then to come up with \$40 to write the examination. This could be done effectively in the secondary school environment.

This correspondence has been going for about a year. If you were to approve the regulations and allow for this improvement to the program in our secondary schools, it would result in a very effective delivery system. That is the point I was raising yesterday in estimates. Our students would be moving towards a secondary school graduation diploma, getting co-equally not only their basic skills for their future career in cosmetics but also their English language skills, their mathematics skills and any other fine programs that our vocational and secondary schools are offering.

It would seem this is an obvious candidate for your support and I wonder if there are any difficulties you have, being the minister responsible for community colleges and universities, in passing on this need through your regulations governing the cosmetology programs and the students they service in Ontario?

Hon. Mr. Sorbara: Your view, I take it, is that one ought to be able to qualify as a hairstylist within the secondary system. Is that right?

Mr. Jackson: No, you have missed the point. You asked me the other day if I had taken the time to go around to some youth employment counselling centres. I ask you if you have taken the time to look at some of our high schools and the vocational programs they are providing. I am suggesting these students should at least write the test without having to take the course over again in the community college setting. The program appeals not only to students enrolled in community colleges but also to those who return as mature students.

This is a situation where we can retain workers in the secondary school system by implementing these kinds of regulations. That is the more responsible approach to maintaining skills and education simultaneously when qualified professionals are teaching the programs. That is my point. I am asking you why you are withholding the regulations. If there is a reason, we would be

very pleased to hear it, but Ontario cosmetology teachers are most anxious, after waiting a year, to hear a response from you.

Hon. Mr. Sorbara: The greatest progress in the world in the area of skills training is not based on the objective of retaining workers in any system. That is first. Second, it is rather inappropriate to say additional training is repetitive training. You say, "Let us get it all done in six months and that will make everyone happier." Third, I am told your analysis of the regulatory impediment is not reflected in the reality. Perhaps Jim could expand further on that.

Mr. Lanthier: Yes, this is one trade area where there are a number of different routes to certification: attendance at a private hairstyling school; a straight apprenticeship route; a program at a college of applied arts and technology and a secondary school program.

Mr. Jackson: Keep going. We already knew that.

Mr. Lanthier: Sorry, those are the four routes to qualification.

Mr. Jackson: I am aware of that. They are even contained in the letters I referred to. It would make sense if I read the whole letter and not just the paragraph I quoted to you.

Secondary schools can only go so far in that process and yet the teachers have taken the time to upgrade. The secondary schools are providing the program materials and covering the curriculum. You are not granting their ability to monitor and give a test. You are saying it is okay to do it at community colleges but not at secondary schools. I am simply asking why you are unable to give them a straight answer, yes or no.

Mr. Lanthier: Right now that issue, among others, is before the provincial advisory committee. We have yet to achieve a full consensus from the committee on the issue.

Hon. Mr. Sorbara: There are a number of interest groups here—

Mr. Jackson: I have heard from the minister, Mr. Chairman.

Mr. Chairman: No, he has the privilege of responding.

Mr. Jackson: Yes, we will hear from him for five minutes.

Hon. Mr. Sorbara: No, you will not. I am just saying there are a number of interest groups here that have to be taken into account. You are speaking on behalf of the secondary schools, saying they should have the right to graduate students who have a certificate for hairstyling.

Mr. Jackson: And you are speaking on behalf of the community colleges, not the need for continuing skills development of our kids.

Hon. Mr. Sorbara: I am not speaking on behalf of anyone. The issue, as Jim said, is before the provincial advisory committee. That is the appropriate place. You say we are taking too long. Okay; that may be a point well taken.

Mr. Chairman: Is there anything further?

Mr. Jackson: I have a final question. Is the minister talking to the Minister of Education (Mr. Conway) about this matter?

Hon. Mr. Sorbara: I have not had a personal chat with the minister on the matter. The view of the provincial advisory committee ought to be given great weight. When it comes in, I will evaluate it and make a determination.

The number of certified graduates coming through the high school system is very small. It may well be that you are right; we should expand the program so that everyone can qualify in four years at secondary school. Again, the premise I read behind that is to get our kids certified and out working as quickly as possible. I frankly prefer an approach that provides for more training and not less.

16:20

Mr. Jackson: You are saying that if you drop out of school, do any number of things over a period of time and then take upgrading to some sort of equivalence to a secondary school graduating diploma, you are getting the equivalency. We went all over this yesterday.

Hon. Mr. Sorbara: I did not say anything of the sort. I said I am not terribly concerned if a graduate of a high school has to take a one-year program or a six-month program at a community college. Although my friend suggests it is repetitive training, I do not believe it. I think there is a continuum there because the learning process is a continuum process. You learn more even if you think you are doing the same thing over again. The fact is, you are not.

Mr. Chairman: Sometimes that is even true of committee work.

Hon. Mr. Sorbara: That is right. We go through these things over and over again.

Mr. Chairman: Mr. Allen has a supplementary, at which I am quite surprised, but I am quite interested to hear it.

Mr. Allen: I am glad you are surprised. I hope everybody is now alert to the possibilities of a supplementary on this particular issue. The supplementary has to do with the general

question of the relationship of the skills training offerings that the minister is proposing in various directions, not least of all through the colleges, to the credit programs of the high schools inside the secondary system.

Is the minister considering, through his ministry, offering credit courses as a matter of common fact for the future in his programs? If so, is there some consultation currently with the Ministry of Education and the Ontario Teachers' Federation around the problems that entails? As the minister himself said, there are obviously a lot of interests that need to be consulted in these matters. It is quite clear that for your ministry to develop a credit offering would be a very sensitive matter in some quarters. Can you respond to that general question?

Hon. Mr. Sorbara: Our ministry does not have credit offerings in any area.

Mr. Allen: At this time.

Hon. Mr. Sorbara: It has no plans to. Let me expand my answer a little bit because it will respond to some of the issues raised by Mr. Jackson.

I met early on with the Minister of Education when the Futures program was being put in place, and subsequently on the issue of educational upgrading for participants who were in the one-year guarantee, to ensure that the school boards were involved. Our delivery agents, whether they are community colleges or youth employment counselling centres, now have on a regular ongoing basis dialogue with directors of education, with school board officials and with principals integrating them into that process.

There are occasions, and they surprise me, where, notwithstanding that a young person has committed himself to three hours of educational upgrading a week in conjunction with the one-year guarantee, that educational upgrading cannot be provided by a local school board.

I was shocked when I was in Thunder Bay to find that the kids who were in that part of the Futures program could only avail themselves of correspondence courses. It is understandable. Sometimes the intake into Futures is on a regular basis and sometimes there are no programs offering it, but our youth employment counselling centre there could not work out anything with the school board in a continuing educational way to facilitate those kids. In larger centres, it is happening.

One other example of this kind of co-operation that Mr. Jackson was concerned about was the delivery of Ontario's Training Strategy. I was at an opening in Brockville a few hours ago. The

community college president was there; the director of the Ontario skills development office was there; and the director of education for Brockville was there. They were all very much aware of what the strategy and the programs under the strategy are about and all were working together in that community to ensure its success.

The types of co-operation in working together, the linkages that are called for, are difficult to achieve because we all think in terms of our own territories; but we are trying to make the effort to break beyond the barriers of territory and perceive the program as an initiative in one community, of one government and in one province. I think we are reasonably successful at that.

Mr. Chairman: That sounded more like cosmology.

Hon. Mr. Sorbara: I got up at 4:30 this morning and I am tired now.

Mr. Ward: After waiting patiently, I would like to pursue the aspect of the amount of co-operation and involvement of the federal government with the provincial government in skills development and training. Could you explain the nature and extent of federal government participation with the province under the Canada-Ontario agreement on training? What is the level of that commitment and to what extent is that commitment being fulfilled?

Hon. Mr. Sorbara: We discussed this a little earlier in these estimates, but I can certainly summarize some of the comments I made earlier. Perhaps through a supplementary, we can get down to more details in the area you want to pursue.

As you probably know, at the beginning of this fiscal year—that is, April 1, 1986—the agreements made with provinces under the National Training Act expired. In anticipation of that, Ontario signed a new training agreement with the federal government as a kind of successor to the agreement that had existed previously under the National Training Act.

That agreement was under the umbrella of the Canadian Jobs Strategy, although we have never signed an agreement endorsing or implementing the Canadian Jobs Strategy. It is not our strategy to implement, but we did sign a Canada-Ontario training agreement.

In short, that agreement provided for maintenance of institutional training in the first year at the levels of the previous fiscal year. It called for a real increase in institutional training over the three-year life of the agreement. It provided for a measured reduction in direct purchases of institu-

tional training. It provided a number of mechanisms for indirect purchases of institutional training, including funding through local community industrial training committees and other mechanisms for indirect purchases of institutional training. The agreement also provided for a review in the second year of the agreement. It called for and provided a context for review of apprenticeship in Ontario.

We have had substantial concerns over the implementation of that agreement and over the commitment of funding that has been provided for within the agreement, but we are now only six months—no, it is more than that; eight months—into the agreement, and we still presume the federal government will live up to its commitments. Part of the dilemma of the federal government is that while it says it wishes to do more and not less training, it is working within a global budget where there are substantial reductions in spending for job creation and training.

The Canadian Jobs Strategy has had serious implementation problems. Everyone now acknowledges and admits that. We are trying to overcome those. It is our responsibility not to set federal policy, but to try to ensure that the commitments the federal government has made for Ontario under the Canadian Jobs Strategy are fulfilled and that the provisions for incremental institutional training and training generally in Ontario, as provided for in the agreement, are fulfilled.

In short, we still think we can live within that agreement, but there are some clouds on the horizon.

Mr. Ward: Basically, you are indicating your experience over the first eight months of the agreement is that it is not being fulfilled?

Hon. Mr. Sorbara: There have been implementation problems.

Mr. Warner: You do not have to be polite.
16:30

Hon. Mr. Sorbara: There has been a state of great confusion within the federal bureaucracy as it tried to implement a strategy that really did not set out programmatically what was going to happen. Ontario signed an agreement because we thought it was important to get on with the work.

Many colleges have severe complaints about the lack of direction from the federal government and the lack of commitment to the purchases they had been anticipating. I have asked Benoît Bouchard for an opportunity to meet with him directly to raise a number of those issues, and I anticipate doing that.

Mr. Ward: What has been the financial impact on the community colleges with regard to the cutback in federal purchases? Do you have a figure? Has it been measured?

Hon. Mr. Sorbara: If the agreement is adhered to both in spirit and in letter, there should be no financial impact on community colleges. The agreement provides for an increase in the real level of institutional training in Ontario.

Mr. Warner: In fact, there are layoffs.

Hon. Mr. Sorbara: My friend Mr. Warner says there are layoffs. There certainly have been some and there certainly have been unacceptable delays in determining the training that will be done in the community colleges.

Mr. Warner: There will be more layoffs, and you are not prepared to do anything about them. That is what you told us the other day.

Mr. Chairman: I encourage Mr. Ward to have a look at the transcripts of the exchanges between the minister and Mr. Warner from the other day when they are available.

Mr. Ward: My apologies.

Mr. Chairman: No, no; it is not a problem, it is an important enough issue to raise again.

Mr. Ward: I have one final question relative to federal-provincial programs. Has your ministry been able to assess the impact in terms of job creation in Ontario of the Canadian Jobs Strategy, and how does the impact of those federal programs in terms of job creation compare with your provincial ministry's programs to date? Has there been any analysis in that regard?

Hon. Mr. Sorbara: We are very concerned that the spending commitments the federal government has made under the Canadian Jobs Strategy are not being lived up to. By the way, this goes beyond the purchase of institutional training. Training leads to jobs, but a good part of the Canadian Jobs Strategy is directly about job creation. There have been serious flaws in the implementation of that program.

Mr. Ward: Are there any measurements? How many jobs have been created by the Canadian Jobs Strategy?

Hon. Mr. Sorbara: I do not have measurements available for you today. Obviously, we monitor the federal programs. I would not be able to tell you how many jobs have been created in its first year of implementation, but the experience is that the level of spending is far below the commitment that was made in respect of spending.

The thrust of the strategy is to work through the private sector. I am concerned that a lot of that money stays within the private sector and does not get out to create the jobs that everyone talks about being needed in the Canadian Jobs Strategy.

Mr. Jackson: It does not say much for the Futures program.

Hon. Mr. Sorbara: I think we will just ignore that comment altogether. That is nonsense.

Mr. Ward: It has to be a hell of lot better than Enterprise Ontario.

Hon. Mr. Sorbara: When you compare that with the Futures program, which has an extremely good record in placing young people in on-the-job training experiences leading to permanent employment, the difference is the same as that between night and day. I am sure these guys over here will argue with me, but that is what estimates are all about, is it not?

Mr. Grande: You mentioned you monitor the federal programs and then you proceeded to talk about dollars. In what other ways do you monitor the federal programs and what are the kinks and problems you find?

Hon. Mr. Sorbara: Let me ask my deputy to talk about the mechanisms of monitoring.

Mr. Tully: There are a number of ways we monitor the programs. The first is in the context of the agreement we have in place with the federal government. We have specific requirements in a variety of areas. The federal government has undertaken commitments with us, on the one hand involving assurances to community colleges about access to participation in the Canadian Jobs Strategy and access to provide training under the Canadian Jobs Strategy in a number of ways.

Second, and perhaps as important, is the provincial responsibility and jurisdiction in ensuring the quality of training being provided under the Canadian Jobs Strategy. Training is an area of provincial jurisdiction. To the extent that the federal government is involved in spending in that area, the province has a responsibility to ensure quality. That responsibility and access for the province in that area are recognized explicitly in the agreement.

We are concerned in the kind of training that is being provided under the Canadian Jobs Strategy and the price and quality of that training, and we have been monitoring it through a number of mechanisms. We sample specific contracts entered into by the federal government under the various component programs of the jobs strate-

gy, including competitive bidding by the colleges for the training components of the various arranged contracts. We have been monitoring that kind of training, which the federal government purports to be encouraging as part of that program.

Mr. Grande: I have come across examples where training should be provided but is not being provided at all. As I understand it, during the first three months that the individual, supposedly in training, is at a particular place, no training is provided. In other words, it is exploitation by and cheap labour for the company. No training is given. As a result, and with other problems, I am finding people are dropping out.

Hon. Mr. Sorbara: These are programs under the Canadian Jobs Strategy?

Mr. Grande: That is right.

If that is the case and if that is what your monitoring is showing, what are you doing to relate that in a forceful way to the federal government?

Hon. Mr. Sorbara: We are compiling a working brief and a watching brief because of the number of complaints we have received from a number of areas. Under the agreement, it is our responsibility to monitor the training and approve training plans in certain instances. The community colleges have been charged with that responsibility.

We are compiling our dossier, and I am going to be approaching the federal minister with our assessment of how well it worked in the first year or whatever the period is by the time Mr. Bouchard agrees it is an appropriate time to meet.

This is not a Howard Pawley situation, where it is time to run to Ottawa, pull out all the stops and completely condemn the federal government. Suffice to say, we are building a dossier on how it is going. We will present a position on the effectiveness of programs involving training under the Canadian Jobs Strategy and we will make our submission.

Community college presidents report to me on a regular basis. Others send me letters saying in some instances it is working and in some instances it is not. We are going to be taking a case to the federal government. More than that, I cannot tell you.

16:40

Mr. Grande: Surely your responsibility, as your deputy was saying, deals with the kind and quality of training given to the people of Ontario

under any kind of program, whether it is federal, provincial or otherwise.

Hon. Mr. Sorbara: Yes.

Mr. Grande: If you are monitoring this program and hear that the quality of training is not there and in some cases there is no training at all, it does not have to be a Howard Pawley type of situation. You should bring it up with the federal government with speed. A lot of people are thinking they are in a situation where there is training, a job and a future, and they are dropping out because of problems with training. They are driven out.

Hon. Mr. Sorbara: I am not sure what you would propose I do as an alternative. I am not in a position to issue a cease-and-desist order where the federal government is spending its money. These matters have been raised with me. You raise another one. I would love to get more information on the situation you are referring to where workers are not getting the training they had been promised.

I have written to my federal counterpart. I have raised these issues. I have asked for an opportunity to discuss these issues with him. I have not yet been given a date when we can meet, but I am looking forward to it. I have a great deal of respect for Benoit Bouchard, but he came into a ministry that had already made all of these commitments under the previous minister, notwithstanding our warning that the bias towards funding through the private sector, in the way in which it was contemplated, had substantial risks.

I say it now and I said it to David, this is the federal government spending its money. The bottom line is we cannot order them to stop spending their money. We can exercise our constitutional responsibilities in respect to training, which is provided for in the agreement. That is why I am taking the case to M. Bouchard, I hope in the near future.

Mr. Jackson: It would be hard for the minister to have put together statistics comparing the federal and provincial governments since the province is primarily a delivery arm. You would be fighting over whose statistics they belong to, if the money came from the feds; that is a practical problem with developing the statistics.

I may have been somewhat confused by the minister's response to Mr. Ward's question. Are you stating that we have fewer total dollars as a result of the new agreement you negotiated, or are we talking about the fact that the transfer payments are behind and you are not anticipating the dollars promised under the agreement? I am

not sure whether I have your point clear in my mind. Are you not getting the promised dollars?

Hon. Mr. Sorbara: I cannot tell you whether we are going to get the dollars promised for the first fiscal year until that year comes to an end. We are looking at the level of purchasing now. The agreement provides that in the event the province does not fund training to the extent set out in the agreement, the feds make up the balance in cash. The agreement provides for an increase in the real level of training in the province. Those funds are not transferred to this ministry; they are utilized by the federal government through the Council of Ministers of Education, Canada to purchase training in community colleges and other institutions that provide institutional training.

We are keeping a close watch on the level of purchases to ensure that during this first year the commitment is lived up to and the agreement is adhered to.

Mr. Jackson: I thought you put a value on it, that the level was dropping. I want to understand how it works. You implied to Mr. Ward that the actual dollar level had gone down and, outside of the agreement, what was promised in the agreement is not being met, if I can paraphrase the words.

Hon. Mr. Sorbara: Let me explain further. There is some further explanation needed.

The training and the programs that go on under the umbrella of the Canada-Ontario agreement on training is only one aspect of the Canadian Jobs Strategy. We have an agreement there in respect of training, because training is our responsibility in this province. The Canadian Jobs Strategy is a larger beast, where there is federal spending for a variety of programs, many of which do not involve training. It is straight job creation.

We have seen that the federal government has in its global budget—I think this year it is \$1.9 billion for all of Canada—an allocation of some \$416 million to be spent in Ontario. Part of that will be spent under the rubric of the Canada-Ontario agreement. The balance will be spent on whatever that government wants to spend it on. It is free to spend money however it likes.

What we are seeing outside of the umbrella of the Canada-Ontario agreement on training is underspending of the initiatives that the federal government had promised to undertake to a level of \$416 million. Does that clarify it?

Mr. Jackson: That is a lot clearer.

Hon. Mr. Sorbara: We have a firm commitment that they will fulfil their obligations under

the Canada-Ontario agreement. For the balance of the Canadian Jobs Strategy we are identifying underspending.

Mr. Chairman: You cannot sue the federal government in court to require it to spend what it has committed itself to spend. We cannot do that to any government.

Mr. Jackson: If we did that, they would do it to us.

Mr. Chairman: Just think of how much money I might have made over the years if we had been able to do that.

Mr. Ward: Before I leave this, if the indication is that federal funds under the Canadian Jobs Strategy are falling, I assume to corporations which in turn, according to Tony's remarks, are not providing the training, I do not understand how your ministry has the ability to monitor this other than through a complaint mechanism.

Surely the federal government will undertake an audit of these programs to ensure that the service is being delivered. I do not understand, given your responsibility to ensure the level of the training being provided and to ensure that it meets the standards, which is your mandate, how you do that on a federal program.

Hon. Mr. Sorbara: I will give you a general framework and perhaps the deputy will get into more detail. The Canada-Ontario training agreement provides that where expenditures under the Canadian Jobs Strategy will involve training, the training component of the expenditure will be reviewed by the Ministry of Skills Development through its agents, the community colleges. We have not had submissions of training plans in the way in which we had contemplated. Perhaps the deputy can expand on that.

Mr. Tully: The province's responsibility in this area is really to attest to the quality of the training which the federal government would be contracting with private managing co-ordinators to provide under the Canadian Jobs Strategy.

It is not within our capacity to ensure the quality or set standards for that quality, but merely to judge it in that sense. The federal government is the buyer and we are attesting to what it is buying from the private sector or from community colleges. It is our concern that they are not getting a very good product for their money.

In the final analysis, however, it is their money; it is tax dollars raised by the federal government. If they want to spend too much money on inadequate training, then that should

be the outcome of their auditing process, as you have suggested.

Mr. Ward: In other words, should that situation arise where federal funds were going to a corporation that was not providing that training, in essence, you have no role to play in that because it is an expenditure of federal funds. Other than apprising yourself of that situation, there is no recourse beyond that.

16:50

Mr. Tully: The minister is concerned that there are dollars being spent in Ontario purportedly on training which are not being spent efficiently and effectively. If we had our druthers, we would rather they were spent efficiently and effectively.

Mr. Jackson: Is it not the purpose of these estimates to get to the root of the statement as it affects Ontario programs? Perhaps we can get back to that. I am very interested in what the federal government is doing and I am sure Mr. Ward can take it up with his Conservative member in the federal House of Commons, but I thought we were going to discover the level of funding in Ontario-based programs. That is what we are here for.

Mr. Ward: My question related to the Canada-Ontario agreement on training, in fairness.

Mr. Jackson: We have gone through that thoroughly.

Mr. Chairman: I am quite happy to make a ruling on that. We are here to deal with the responsibilities and programs of the ministry. The ministry has indicated it has some responsibilities in this area and has been trying to define them.

Mr. Ward: I have a final question with regard to joint programs. It relates to the startup program administered by your ministry. We have another example of the overlap of programs with the federal program known as the student business loans program. Is your ministry able to assess the comparative impact of these two programs?

Hon. Mr. Sorbara: Ours is a tremendous success and theirs is a dismal failure.

Mr. Ward: Do not mince words.

Hon. Mr. Sorbara: Other than that, what do you want me to tell you?

Perhaps in fairness to the other committee members, we should probably deal with that under vote 3401, item 3, because it is a youth

program and there may be other questions. We can get off on that and never get back.

Mr. Chairman: That is truly an excellent ruling by the minister.

Mr. Jackson: Under the Ontario skills program, could we talk about what we are doing for older workers and older workers' centres in the province? Could we discuss the problems of providing programs for older workers and the support level for older workers' centres? I understand there is a funding differential between older workers' centres and youth employment centres; that the trigger date for funds has been delayed. Could you talk to us about the reason for that?

Hon. Mr. Sorbara: Perhaps if you gave me a more specific question I could give you a more specific answer.

Mr. Jackson: Is there a funding differential between a youth employment counselling centre and an older workers' centre? Are you aware of any?

Hon. Mr. Sorbara: For the most part, they are both funded on a 50-50 basis.

Mr. Jackson: That is a ratio; I asked you the level. Can I be helpful? It is \$110,000 for YECCs and \$75,000 for the help centres.

I also indicated in my question that the trigger date for funding—in other words, the time in which you started the program or when they can anticipate their funding—is different. It appears to the public that the needs of youth have greater priority and somehow the older workers of this province have taken a back seat. I asked you if you would speak to us about that. Is that clearer?

Hon. Mr. Sorbara: Do you want me to give a speech on it or what?

Mr. Jackson: I will get one anyway, but I asked you why the funding levels are different and why the trigger date of September 1 has in most cases been used for older workers' centres while the YECCs have been operating all year.

Hon. Mr. Sorbara: I have not had a complaint from a help centre that the timing for the flow of funds puts the program in jeopardy. The program as originally devised by my predecessor, your colleague, was for a funding level of \$75,000. You asked me the question; I gave you the answer.

Mr. Jackson: You are satisfied that is a sufficient level for meeting the needs of those workers?

Hon. Mr. Sorbara: I am not satisfied that help centres completely respond to the needs of

older workers, just as I am not satisfied that youth employment counselling centres provide for all the needs of young people who are unemployed. But it is a fairly good program and the level of funding that we provide is a fairly reasonable level of funding.

Mr. Jackson: There were several programs that you inherited upon arriving at this ministry and you have some new programs that you announced under your OTS program. Could you please advise us which of those programs you have commenced under your new strategy and what funding levels we can anticipate for the balance of this fiscal year? In other words, in your skills upgrading program of \$4 million, how much of that \$4 million will be realized between now and March 31?

Hon. Mr. Sorbara: Do you mean how much will we spend?

Mr. Jackson: I know what you have announced. Most often, it has little to do with what we see in estimates. We are trying to get a handle on what you are going to spend and where you are going to spend it. That is only one I suggest. I am asking about all the areas. Which programs have you cancelled and which programs are you starting up?

Hon. Mr. Sorbara: There is no program that we have cancelled. Is there some specific program you want to ask a question about?

Mr. Jackson: Are you still continuing with the training in business and industry program at the old levels?

Hon. Mr. Sorbara: TIBI has been substantially revised; the funding levels have been increased. Correct me if I am wrong on this, deputy, but the 80 per cent funding for small and medium-size business is an increase in the level of funding as compared with TIBI. Is that right?

Mr. Tully: Yes.

Hon. Mr. Sorbara: We have used TIBI as a base, in short, because there were some good things in it. We have reshaped it. We have made the thrust towards small and medium-sized businesses.

Mr. Jackson: Is that out of those dollars that you have allocated as the continuation of TIBI funding or is that over and above? Are the TIBI funding levels outside the announced program?

Hon. Mr. Sorbara: It is included in the figures that are contained, among other places, in the document Breaking New Ground. We are in the middle of a fiscal year.

Mr. Jackson: I understand that.

Hon. Mr. Sorbara: Funding from April 1 to the beginning of the new program was TIBI funding. Funding thereafter, under the revised guidelines, will be funding for the programs—

Mr. Jackson: I understand that. Do not be frustrated; we are making real progress here. What we have established is that some of the old programs are continuing and some of the new programs will get started.

Hon. Mr. Sorbara: We could have used the—

Mr. Jackson: Do not speculate on what we could have done. We want to deal with what we are doing. That is of great help to this House.

Hon. Mr. Sorbara: This committee.

Mr. Jackson: This committee is a cross-section of the House. What I would like to know is which programs you started that were new and the dollar allocations you expect to expend by March 31.

Hon. Mr. Sorbara: The training consulting service is a new program. The funding for that consulting service, on an annualized basis, will be \$15 million. The Ontario skills program, the various incentive programs—

Mr. Jackson: I am sorry; I asked how much you would spend between now and the end of the year. I can read the figure in your announcement. I would not even bother you with this question because I read all the material that you publicly announced. What we are here to determine is how much you are going to spend this year.

Hon. Mr. Sorbara: We will take that question as notice and we will put together figures as to exactly how much we anticipate spending in each of the program elements of the strategy between today and the end of the fiscal year.

Mr. Jackson: Not from today but from the point at which you announced it. A handle on that would be useful data.

Hon. Mr. Sorbara: You have to understand that we are working through delivery agents in each case—except in the apprenticeship branch—and that there is a time lag as to how much was allocated under a program such as TIBI or under a program such as the trades updating program, and we are right in the middle of transition.

17:00

Mr. Jackson: You have indicated that no programs are cancelled. You have not cancelled the women in transition program; you have not reduced the commitment of dollars in those programs?

Hon. Mr. Sorbara: We have not cancelled women in transition. The training in business and industry program has been brought to an end.

Mr. Jackson: Now I have two answers. We are clear that TIBI has now been cancelled; it has not been continued.

Hon. Mr. Sorbara: We are playing with terms. TIBI no longer exists as of the date Ontario Skills was started. In Ontario Skills we are building on the TIBI thrust, just as Futures is a new program based on all the expertise of this government and these officials in programs such as the Ontario career action program and Youth Works. I have forgotten the whole list.

Mr. Jackson: We have relabelled them and modified them.

Hon. Mr. Sorbara: Mr. Chairman, did I say we relabelled them?

Mr. Jackson: It is no longer TIBI; it is now something else, but we are continuing the TIBI program. That is what you said.

Hon. Mr. Sorbara: I am sorry?

Mr. Jackson: You said it was called TIBI. You originally said, "We are continuing the program," without calling it TIBI. Then you said you cancelled TIBI but were continuing the program. All you have done is change the label. You have expanded it.

Hon. Mr. Sorbara: That may be your assessment; thousands, indeed millions, would disagree with you.

Mr. Jackson: The hundreds of people on TIBI would have been given pink slips on the day of your announcement, but they were not so the program was continued.

Hon. Mr. Sorbara: We are phasing ourselves out of a program called TIBI. That is short for training in business and industry. We have mounted a new program called Ontario Skills, which builds on many of the programmatic elements we had in TIBI. It expands it and turns it in a new direction, in particular towards small and medium-sized business. Associated with that are a number of incentives to break down some of the barriers to training, including transportation, child care, and stuff like that as the Treasurer (Mr. Nixon) would say.

Mr. Jackson: If we are talking about barriers to training, I want to get into the access programs and talk about transportation and child care. Have you established the guidelines, at least from that point of view? Have you established the guidelines for the allocation of those funds? We

would also be very interested in whether you have started spending money in this area.

Hon. Mr. Sorbara: The general policy is that where the need for child care, accommodation or transportation represents a barrier to training, funds will be available to provide for those. Do you want specific guidelines? Why do we not take that as notice and provide you with specific guidelines at the next meeting?

Mr. Jackson: If I can illustrate it by way of suggestion, there is some controversy—and I would be prepared to give you a copy of this article which documents a case in the Kitchener-Waterloo area—about the age of the children for whom we acknowledge that day care subsidy spaces should be considered. I do not wish you to carry the problems of that issue on your shoulders, but it stands to reason that this has been identified as a barrier within a barrier.

You are saying you want to help the worker get out of the house so she can get the skill, but the guidelines for day care say we do not provide care beyond age 10. You understand my concern. That is why I am very interested in looking at the regulations.

I am also trying to determine how much value you will get for your dollars if you accept certain types of day care at certain levels. For example, you will be able to pay for more time at a lower rate in order for a given worker to get out.

My other question is on the notion of relocation. The problems of northern Ontario are significant. I am not proposing the government get into a massive relocation plan, but it strikes me that if we can find taxpayers' dollars to relocate Japanese consultants to this country, we should be open-minded to the notion that we should be looking at relocating a skilled worker within the province. Are you considering those kinds of things?

I understand what transportation means to enable an individual to get that training. I am talking about one step further, which is taking someone out of an area with 35 per cent to 40 per cent unemployment and bringing him to a region in the province where there is a demand for the skills you have assisted him in obtaining.

When you give us your guidelines, it would also be helpful to give us your answers to those kinds of questions.

Hon. Mr. Sorbara: I will give you an answer right now on relocation. It is not part of the strategy and it is not contemplated as becoming part of the strategy. You are talking about initiatives that would appropriately be up for consideration by the federal government, given

its general constitutional authority in the area of job creation. This program is unabashedly about training, not about relocating people so that they have better access to an employment market. We are not all things to all people; we are about training.

Mr. Jackson: We have had a disagreement about the scope and the effectiveness of what we believe the ministry can do. If you were to talk to the Minister of Labour (Mr. Wrye), some creative things could be done when plants shut down, severance packages are constructed and individuals in apprenticeship programs find they have to take their families and leave their communities in order to complete their training programs. Today in Ontario, we should not be afraid to examine the entire package of a severance agreement, whether or not the federal government creates the pressure to do it.

There is clearly a role for the Ministry of Skills Development to protect a worker who finds himself caught in that position. If you do a serious analysis of the problems of the north, this is a potential solution. We might be able to look into this. It has implications for Labour; there is no question about that. The Minister of Labour would have to be involved.

Surely, however, we are not committed just to ensuring that for those dollars the person is getting skilled. I hope it will result in employment in an area of the province where the person is able to exercise those skills and earn income. I do not want to get into a philosophical discussion with you, but I do believe more creative things should be examined under the access programs.

Hon. Mr. Sorbara: Mr. Chairman, I am wondering whether Mr. Jackson is enunciating a rather dramatic new policy for his party.

Mr. Warner: He is lucky there is not a northern member here; his personal safety would be in danger. Drain the north; send them all down to the south, let them all work there; and close down the north. That is the Tory line. I have travelled enough in the north to know that is totally unacceptable.

Mr. Jackson: On the contrary, why do you not feel the auto workers who are laid off at Ford and General Motors as a result of certain factors might not find employment in the north?

Mr. Warner: Come on. I do not want to get into it, but I just tell you that if one of our northern members—

Mr. Chairman: I am allowing you some leeway. Get into it. Wake me up.

Mr. Warner: I had a supplementary on the question of the help centres which Mr. Jackson raised, if he is finished attacking the north. Can you tell me how many of the help centres remain in existence and have not closed? To be frank with you, I am having trouble getting an accurate list.

Hon. Mr. Sorbara: Let me introduce Barry Rose, before Mr. Jackson chastises me for allowing someone to sit at the table.

Mr. Warner: I know Mr. Rose. He is a very nice man.

Mr. Jackson: You introduced him yesterday.

Hon. Mr. Sorbara: Barry, did I introduce you yesterday?

Mr. Rose: Yes.

Hon. Mr. Sorbara: I want to introduce you every day.

Mr. Warner: He is important; he should be introduced every day.

Hon. Mr. Sorbara: Barry Rose will answer your question on how many help centres there are in Ontario.

Mr. Rose: At present, there are 17 help centres in operation under the current program.

Mr. Warner: Can the minister tell me how many of those, somewhere between zero and 17, he intends to close over the next few months?

Hon. Mr. Sorbara: I do not intend to close any of them.

Mr. Warner: For how long is this offer open?

Hon. Mr. Sorbara: What do you mean by that?

Mr. Warner: I am referring to a newspaper article in the Windsor Star, which says that help centre officials told council—meaning city council—that the Ontario Ministry of Skills Development is considering ending its help centre program on March 31, 1987. If we take it that the help centre in Windsor has probably been the healthiest and most widely based of all the centres and if it is going to be closed by the government by the end of March, then we assume you are going to close all of them.

17:10

I raise it because the people running the help centres do not know what the government's position is on the help centres. They have watched a number of them go under. They get the sense that you are in the process of trying to shut them down. I want to know the position and policy of this government with respect to the unemployment help centres.

Hon. Mr. Sorbara: When the help centre program was initiated by my predecessor, he incorporated within the guidelines a provision for sunset review. That is going on now and it has given rise to concerns. Why, all of a sudden, is this government reviewing its commitment to help centres? Because those were the guidelines originally established and we have continued under those guidelines.

My sense is that they are doing remarkably good work. My information is that none has closed during our term.

Mr. Warner: That is not true—Ottawa.

Hon. Mr. Sorbara: I will confess I do not have the hands-on working knowledge of help centres that I have of youth employment counselling centres. I have been to a lot of youth employment counselling centres. I have been to only one or two help centres. My own personal sense of the work they are doing is not as extensive as the experience I have with youth employment counselling centres, but that is not to say our commitment to the help centres does not remain.

There have been substantial approaches made to me to the effect that our government should be funding help centres 100 per cent. I do not think it is in the cards. The current relationship is a rather good one. We will continue with the sunset review. The funding commitments at this point are to the end of the fiscal year, but there is nothing to indicate the government should take the radical step of withdrawing its support.

Mr. Warner: Perhaps in addition to a sunset review, you would consider a sunrise review?

Hon. Mr. Sorbara: There is a signal I am familiar with.

Mr. Warner: One of the things I urge the minister to consider is taking a distinct approach to the centres in the north, particularly in the Sault. The folks up there get the sense that the same criteria applied to places in the south are being applied to the one in the Sault. The situation in the Sault is dramatically different from the situation in Windsor, for example, and other places in the south. It requires a different approach and a different set of criteria. A more flexible approach would be of great service. I will not go through it all now, but the statistics on the Sault help centre are really quite impressive.

The centre is vital, especially at a time when the Sault is going through a traumatic experience as a city. Everything humanly possible needs to be done by this government, including your ministry. The centre is absolutely vital to the

community. The next time you are in the Sault, stop by the centre and you will find, as I did, that it is a unique experience to meet the people working there, working with the native people, serving meals in a soup kitchen run through the churches. It is an exciting place. It needs help.

They do not need some of the rules laid down for Toronto and Ottawa, etc., being applied to a situation that is totally different from anything we experience down here. They need your help. They need a sunrise approach, not a sunset approach.

Hon. Mr. Sorbara: Do you think that perhaps other ministries ought to be involved in funding it as well?

Mr. Warner: The 50-50 split has been with the feds and there is concern that they are not going to be terribly helpful.

Hon. Mr. Sorbara: Funding also flows to that help centre through the Ministry of Northern Development and Mines. That in itself is a flexibility not available to the help centre in Windsor or other centres in southern Ontario.

I am sensitive to what you say. The Sault is, if not unique, a very special concern to all of us right now. I will take you up on your indirect invitation to visit the place.

Mr. Chairman: It is quite an interesting group. I was involved with them a few years ago.

Mr. Allen: I want to raise a couple of questions under the Ontario basic skills sections of the minister's introductory remarks. I understand the new allocations placed at your disposal with respect to literacy programs are going to be covered in detail under supplementary estimates, rather than this document we have. In any case, since you included it in your statement and we recently had the announcement, it would be useful to raise a couple of questions in that regard.

The first has to do with a rather general tag used in some of the literature by the various ministries involved with respect to the illiteracy aspect of the program. That is the notion that the province is engaged in a war on functional illiteracy.

As I look at figures, I see that on the one hand people working in the field suggest there are about 1.4 million functionally illiterate persons in Ontario. In your document, you refer to 800,000 people from 15 to 64 years of age who, based on their formal education, can be considered functionally illiterate to some degree. About one third of these are not in the work force.

I do not want to indulge in a lot of rhetoric about how critically important all this is to the economy and to the personal development of the individuals concerned. We are all quite aware that the question is crucial.

First, I want to get a response from you about whether the phrase "war on illiteracy" is an appropriate tag for a program that—not wanting to criticize what it does positively—depending on which figure is used allocates in 1986 something like \$17 per functionally illiterate person in Ontario or, depending on your smaller figures, perhaps \$24 per functionally illiterate person. Is it a war on illiteracy or is it just a skirmish?

Hon. Mr. Sorbara: That is an interesting analogy. I do not know whom you are quoting when you use the term "war on illiteracy." I do not think I have ever used that term.

Mr. Allen: You may not have. The last document I saw it in was a Ministry of Citizenship and Culture document based on this whole program. Citizenship and Culture has less cause to use it than you since it gets only \$5 million of the money and you get \$20 million. If they are engaged in a war, you must be engaged in something pretty monumental.

Hon. Mr. Sorbara: I have always been a peacenik. I remember Johnson's war on poverty and I have never used the phrase since.

The Ministry of Citizenship and Culture is exercising some lead responsibilities in the government's overall thrusts in the area of literacy. I do not want to talk too much about what is going on in that ministry. These are the estimates of the Ministry of Skills Development.

Mr. Allen: I was not asking you to do that.

17:20

Hon. Mr. Sorbara: I say that in connection with the "war on illiteracy" comment. Your suggestion that it is just a skirmish because it is so much per functionally illiterate person is the kind of statistical analysis that I am not sure adds to the discussion. We are adding substantially more resources to our initiatives in literacy and we are trying to direct our attention primarily to literacy in the work place.

This program, having run five years and going through the normal increments, will not result—I admit to you now—in an Ontario where literacy has disappeared. We will need more than the \$17.20 per person. It is safe to say the new thrusts in the Ontario basic skills program, the concentration on literacy in the work place and the new initiatives we provide in terms of consultation in the design of programs will have a substantial

impact. It will marginally improve, but the margin in this case is fairly broad.

Mr. Allen: May I substitute the word "noticeable" for "substantial?"

Hon. Mr. Sorbara: That would be good—a noticeable improvement—yes. I do not want to overlay it. If this is the only program available, we will not have conquered this problem. We will do some very important work under it.

Mr. Allen: There is no doubt about that since it comes close to doubling the previous amount of money that was spent in the field. There is no question about that. I do not want to belittle that, but I want to get some sense of proportion into the language we use to describe what we are doing. In terms of your phrase "incremental attacks," we will have to use a lot of significant increments for quite a number of years at the rate we have been going in order to begin really to notice what one would call a substantial impact and to make heavy inroads on that problem.

The second question I want to ask you about is something that—

Mr. Chairman: Is it on the same matter? Mr. Jackson had a supplementary to this.

Mr. Allen: If Mr. Jackson would not mind, I will stay for three questions on illiteracy and he can come in. Then I will have to go because I have to get to Fort Erie for a speaking engagement reasonably soon.

Mr. Chairman: Go ahead.

Mr. Allen: I do not want to be stopped on the way by the highway patrol.

Mr. Chairman: Commiserations from all of us.

Mr. Allen: The second question has to do with some concerns of those who are closest to literacy education and for whom literacy education in the broad sense is a professional concern. To describe what happens under basic skills as literacy education perhaps raises some questions about what we are doing and what we call literacy.

I am not saying this is totally improper for your ministry, but in your ministry the emphasis is on job preparation, or the skills for employment specifically. It is very easy, when we talk about education in relation to the work force, to be very narrowly focused around those narrow demands that employers want as distinct, for example, from what might be useful from the point of view of participation in the trade union movement or what might be useful from the point of view of personal development and becoming socially

literate or broadly economically literate, as distinct from being job-specific literate.

Is your ministry thinking creatively about ways of moving beyond the present narrow focusing to ways of supplementing literacy education on the part of those who have gone through job skills training so that we build on new dimensions of literacy that begin to meet the requirements of what we might call a professional approach to the field?

Hon. Mr. Sorbara: I have two comments to help you get to Fort Erie. First, you are correct in identifying the fact that there are a number of varieties of literacy and illiteracy in this society. I believe it is safe to say that 99 per cent of the population is street literate in that they understand what the arrow means, what the lights mean and what the no-left-turn sign means. There is a variety of literacy and we do not want to focus on a very narrow band.

I should tell you, because you mentioned the trade union movement, that particularly in Ontario basic skills the trade union movement will be intimately involved in designing programs. This is not the Ontario skills program where the subsidy is directed to employers. There will be a variety of modes in which people come into the Ontario basic skills program and in which programs are designed. In some cases, we will deal directly with employers, in others with unions or groups of workers or trade unions separate and apart from the work place.

I believe we have responded, at least to a certain extent, to your concerns. We will have to wait until we have had some experience—perhaps in six months, perhaps by next year's estimates—to see how well. We are also trying to retain a degree of flexibility in this program, because we will be learning and we will become more literate in our crafting of this kind of program to meet primarily the needs of the work place. Yes, that is the focus, but let us not be too narrow; if we have a number of participants in the design of the programs we will be more successful and more responsive to your concerns.

Mr. Allen: In that regard, I hope the ministry will become proactive in the whole field of paid educational leave, for example, in the work place, so that once people are functioning in the work place, they can have access to further dimensions of training they could use in their working experience and personal lives.

Is your ministry involved in preparing literacy materials for use in programs that are Canadian-oriented and adult in their quality and character? By and large, literacy materials used in the field

today in Canada are principally American in origin, sometimes elsewhere, but almost never Canadian in their content.

Second, the materials used in preparing reading skills are very often still those used for younger people and children and are something of an insult. They are difficult for the learner to relate to emotionally so that he can develop his own skill appropriately.

Hon. Mr. Sorbara: The ministry is not directly involved in creating any educational materials.

Mr. Allen: You are in a triministry arrangement. Are you party to that kind of development through the triministry arrangement?

Hon. Mr. Sorbara: Let me say something in this regard about the Institute for Skills Training and the funding we will provide for the development of skills banks, some of which will be literacy-related. It will be in that area that we will be directly funding the creation of new skills training material and programs for training the trainer which, I hope, will resolve some of these issues. Again, it is work-place-related. That is the primary thrust.

I believe we have the expertise in Canada, particularly working through community colleges to develop the high-quality material.

Mr. Allen: There is no question about that.

Hon. Mr. Sorbara: That is one of the reasons we have an Institute for Skills Training.

Mr. Allen: The publishing trade is now actively on side on the whole literacy question. Recently, it has become an active group in that respect. It is time to begin to put together a task force jointly with several ministries in the government, the publishing trade and perhaps a number of agencies to develop appropriate Canadian materials for the whole field of education, which will be expanding dramatically in the future.

Mr. Jackson: Have a safe trip, Mr. Allen.

I want to stay on the literacy question that has been raised. There is confusion about figures. In your initial statement on Ontario basic skills, you talked about \$25 million—\$5 million to community-based groups and \$20 million to community colleges. Where does the Ministry of Citizenship and Culture come in? Is that part of this or is that an add-on? I may have missed something. I believe it was \$5 million.

Hon. Mr. Sorbara: The Ministry of Citizenship and Culture allocation is up to \$5 million and it will participate in some of the community

funding and perhaps some of the community college funding as well.

Mr. Jackson: You publicly announced \$25 million, but the \$5 million that Dr. Munro has is within this \$25-million allocation.

Hon. Mr. Sorbara: That is correct. It is an ad hoc arrangement. It is not money Ms. Munro has or money Mr. Sorbara has or money anyone has; it is the money of the government of Ontario which will be spent on literacy initiatives.

17:30

Mr. Jackson: How many more ministries are going to announce this \$25 million? How many more times are we going to hear about this? This is interesting.

Hon. Mr. Sorbara: We will just keep announcing it until you get it right.

Mr. Jackson: I am still confused. How much more are you going to spend?

Hon. Mr. Sorbara: I cannot tell you that.

Mr. Jackson: Are Mr. Conway and the Ministry of Education getting any of this money?

Hon. Mr. Sorbara: No.

Mr. Jackson: I know you do not talk to Mr. Conway directly on matters of this importance.

Hon. Mr. Sorbara: You know that is not true.

Mr. Jackson: Have your staff at the senior ministerial level discussed anything about the delivery of English as a second language and basic reading and mathematics skills in settings to which you have not referred particularly? I am talking about secondary schools in Ontario. Is that commitment waning or is it waxing?

Hon. Mr. Sorbara: It is late in the day. I have to figure out which is which. When you wane, what do you do?

Mr. Jackson: When you wane you go down, which is what I am afraid of.

Hon. Mr. Sorbara: If you are talking specifically about literacy, the question would be more appropriately directed during the estimates of the Ministry of Citizenship and Culture, particularly given its responsibility as lead ministry.

There have been substantial consultations on these issues at all levels within the government, including my ministry. They have been very substantial indeed.

Mr. Jackson: May I ask the question of Mr. Tully then? Is it your understanding from your discussions with the Ministry of Education that you are tied to the total war on illiteracy that is being waged by all ministries? Are you aware of

or have you directly had discussions with your counterpart in this area? What is happening to those programs? Have they indicated anything to you, or have you developed this concept in the context of skills development?

Mr. Tully: If you are asking whether there is consultation among the ministries involved in literacy initiatives, then yes, there is a great deal, as the minister has indicated.

Mr. Jackson: What is your impression of the continuum of this program from those programs currently being offered by secondary school boards with Ministry of Education moneys, essentially to achieve the same thing? We have established it is not just to improve the skills of an individual; it is also to assist new Canadians and new Ontarians with their language so that they will become eligible for jobs. That program is offered in our secondary schools.

Hon. Mr. Sorbara: It will continue to be offered in the secondary schools, in community colleges, by local volunteer groups, by Frontier College and other such entities, certainly by trade unions, which are doing remarkable work in literacy training, and by a number of other groups concerned with the problem.

You talk about English as a second language. In many instances, we have literacy problems with individuals in Ontario whose only language is English. Many of the programs you are referring to are programs for new Canadians who have come from parts of the world where the native tongue is different. Our initiative in the Ministry of Skills Development in no way takes away from or diverts from programs going on within the Ministry of Education. We are trying to co-ordinate with that ministry.

If you want to ask about the co-ordination, it is most appropriate to ask the minister responsible for the co-ordination. I am here to talk about initiatives within the Ministry of Skills Development for literacy, primarily work place-related literacy.

Mr. Jackson: I was hoping to get a straighter answer.

Hon. Mr. Sorbara: Ask a straight question and I will give you a straight answer.

Mr. Jackson: The fact is, you have \$25 million and now you have other ministries announcing the same dollars. I consider that quite irresponsible.

Hon. Mr. Sorbara: Let us look at the book. I will go through or perhaps my deputy can go through the pages.

Mr. Jackson: What about centres for older workers? Are they going to be eligible to do some of this training? You have not mentioned them, although you talked about trade unions. We keep cutting up this pie.

Hon. Mr. Sorbara: There is no reasonable reason that they might be excluded. You asked about the funding through the Ministry of Citizenship and Culture. It was clearly a matter of a working relationship between the Ministry of Skills Development and the Ministry of Citizenship and Culture for this current fiscal year, ending March 31, 1987.

Mr. Jackson: You are definitely waxing. I cannot believe it. This government is conducting a war on illiteracy, yet it cannot find a general. When I first asked about this program, you did not have a handle on your body count; you did not know how many casualties there were in Ontario.

Hon. Mr. Sorbara: A body what?

Mr. Jackson: How many individuals require this upgrading. Mr. Allen raised some questions about dollar allocations based on the number of Ontario clients for the program.

Hon. Mr. Sobara: Let me just say—

Mr. Jackson: I will be finished in a moment, and you will have your moment.

Hon. Mr. Sobara: I will believe that when I see it.

Mr. Jackson: We now have a \$25-million allocation to attack a recognized problem with respect to skills upgrading. We assumed you were going to take the lead in this area. We now have it further divided by other ministries. I am not getting a straight answer from Mr. Tully, whether it comes through you or from him directly, about the level of commitment to continuing the existing programs in our schools.

Hon. Mr. Sorbara: It is terribly unfair to ask in the estimates of the Ministry of Skills Development whether programs under the jurisdiction of the Minister of Education are going to be continued. It is bizarre.

Mr. Jackson: You had no trouble telling me those Ms. Munro is going to be doing. I do not see what the difference is. You seemed to know all about those because she is making policy statements about your money. That is irresponsible, and you know it.

Hon. Mr. Sorbara: I do not consider it my money. I consider it the money of the taxpayers of Ontario.

Mr. Jackson: It is a shell game and you know it.

Mr. Warner: The announcement was \$25 million in total. Of that, \$5 million was allocated to this ministry. Is that correct?

Hon. Mr. Sorbara: No. The \$25 million is contained in our estimates. During this year, up to \$5 million will be allocated through programs devised under the authority and responsibility of the Ministry of Citizenship and Culture. Big deal.

Mr. Warner: It is not announcing the money twice.

Mr. Chairman: I do not notice we are progressing at all. I gather there are going to be supplementary estimates, which we are not dealing with at the moment.

Hon. Mr. Sorbara: There will be supplementary estimates.

Mr. Chairman: Around this budget item?

Mr. Tully: Yes.

Hon. Mr. Sorbara: We are dealing with this item now because part of the funds exist in these estimates.

Mr. Chairman: There will be another kick at the can, as it were.

Is there any other clarification you would like? I do not mean to cut you off; I just remind members we will not be sitting again for some time on these estimates, and you may want to try to get some other things covered tonight. We have 22 minutes in which to do it.

Mr. Jackson: I will leave it for the moment. Thank you, Mr. Chairman.

Mr. Warner: I have one item left under this vote.

Hon. Mr. Sorbara: I think Mr. Jackson and I both got up too early this morning. I know I did.

Mr. Warner: Now that you are here, why do I not ask you about community-based programs? I think the minister is familiar with the West End Machining program.

Hon. Mr. Sorbara: Yes.

Mr. Warner: I think you have had some contact with it and have spoken about it.

Hon. Mr. Sorbara: Yes.

Mr. Warner: There are other programs, but I identify that one because you are familiar with it. Programs such as West End Machining, Times Change and a number of others are designed to assist women to come back into the work force. These programs provide women with greater skills, so that they have an opportunity to secure better-paying jobs than they had before. West End Machining is a very successful program,

although it has really struggled to try to maintain itself and the funding.

It is not your fault and not your responsibility, but what was not of help to them was the philosophy that came through from the federal government that the problem with this program is that you are training women who will be taking high-paying jobs, which I thought was a good idea. However, they seemed to have the philosophy backwards and because they did there was some real concern about their existence.

17:40

The concern is directed also towards the provincial government. Quite frankly, they are unsure about the commitment of the present government to community-based programs in two ways. Part of it is dollars—the ongoing money—and part of it is where they fit into the scheme of things with respect to the community colleges. Apparently there was the notion floating around, somewhere in the great abyss of the ministry, that these programs should become attached to, become part of, or become engulfed by, the local community colleges.

I think an objective look at the programs would reveal that programs such as West End Machining stand on their own two feet. They serve a particular group of people who are not going to be served by the community colleges. It does not mean they are better or worse. They are different types of programs with a different approach. They are not averse to working with community colleges or having some kind of relationship with the community colleges but they should not be automatically attached to the community colleges.

I am asking, first of all, if you can clarify the government's policy direction with respect to community-based programs and what kind of support the government is prepared to offer in terms of money and also in terms of their status.

Hon. Mr. Sorbara: That is a difficult question, David.

Mr. Warner: That is why I asked it.

Hon. Mr. Sorbara: You might think it should be very easy, "Just tell us your policy and how much money you are going to provide." You know that within Ontario's Training Strategy there is provision for some community-based programming. Our understanding is that West End Machining is currently funded by the federal government. I do not think we have any funding commitments in that project.

A while back you were arguing about the federal government pulling its money away from

community colleges, thereby creating layoffs in community colleges and institutional training was not going on. Here is a program where there is training going on in a community. This is not through the awful private trainer who is there to make a profit. This is something different. Some people like it and some people do not like it. However, let us face it, here is community-based programming that is separate and apart from community colleges. I think there is room for that.

I know there is not room in the budget of this ministry to fund every single community-based project to train people for the work place. There is not room for it and, frankly, were we to launch a policy of actively encouraging the development of community-based projects, we would in many instances be doing substantial damage to our community college system. I am not prepared to do that. I am not prepared to aggressively promote the existence of that sort of facility. We cannot fund everyone who is around—

Mr. Warner: I did not suggest that.

Hon. Mr. Sorbara: —and we certainly are not going to routinely pick up programs that the federal government, in its wisdom, decides to abandon. There is too much of that going on. There is too much shifting of the financial burden from one level to the other. Let us face it, provincial governments do that very thing, often to municipalities, but we say we should not be doing that. So I think we have a right to complain when that is done at the federal level.

I think there should be diversity and all those wonderful things in the garden. We should grow corn, peas, beets and spinach and all those sorts of things, but we have a very substantial investment in our community college system. We rely on it to do a variety of things, including community-based work.

Mr. Warner: There are certain things the community college does not appear able to do. For example, aside from where the money comes from, the success of West End Machining lies in the fact it is a program a community college cannot offer. In this case we have a nonprofit organization with a community board. Those are two very important criteria.

I did not say fund them all. I did not say go out and beat the bushes and find some or make them up. I am making a reasonable request. Would you please take a look, case by case, at the ones coming before you and establish certain criteria—my criteria would be that they be nonprofit and have a community-based board of directors—and see if they are in conflict with the community

college programs or if they are unique? Do they stand on their own two feet as West End Machining does?

If they do meet all those criteria, then consider how much money it is possible to put towards them out of your budget. In the case of West End Machining, the government provided some capital money a while back for some lathes, if I am not mistaken. Maybe in some cases it is capital money or in other cases it is operating money. Take each one on its own merit and do not simply close the door on all community-based programs; that would be wrong. It would also be wrong to say all community-based programs are going to get support automatically; I am not suggesting that either.

Hon. Mr. Sorbara: Some of the questions you pose are right but the answers are not as easy as you might suggest when you phrase the question.

For example, I know you have a deep respect for West End Machining and the respect is probably merited. I cannot comment on it because I have never visited the facility and have not seen what is going on. There would be one or two community college presidents in the Toronto area who, if I asked him or her—“her” in theory, because there are no female presidents in the Toronto area—to assess what is going on there and whether that type of program could not be available through a community college, would say: “Certainly, Minister, we could do that without any problem. In fact, we are concerned that your government is considering funding it because we have a substantial investment in this area.”

I say that in theory. It may well be there is a true uniqueness to West End Machining that sets it apart in substantial ways from what community colleges are doing, although their ability to be flexible is remarkable. Witness their ability to adapt to a new Ontario training strategy and the kinds of community-based activities they are already in.

I consider young people who are involved in the Futures program in some sense to be community college students, at least those who go through the Futures office associated with the community college. Youth employment counselling centres are community-based programs with local boards. They do not have the full thrust of a particular trade training that West End Machining does, but they do a lot of training within their own facilities.

I hear what you are saying and I am very sensitive to it, but to tell you we would have a

funding level and a policy and a way of assessing these things as they come by would be fooling you. We are looking at it though, because we have provision for community-based initiatives within the strategy. That was number one. Number two, I have to be very careful that the federal level of government is not off-loading a lot of its initiatives on this government to reduce its deficit level.

17:50

Mr. Warner: It is comforting to know that turtles can climb mountains.

Hon. Mr. Sorbara: Say that again, David. Turtles can climb mountains?

Mr. Chairman: Do they climb mountains?

Mr. Warner: The speed with which you are approaching this is—

Hon. Mr. Sorbara: It is slow, and it is slow by design.

Mr. Chairman: Is it faster than the three-legged elephant climbing a tree that you were talking about?

Mr. Warner: The three-legged elephant climbing a tree, that is about the speed. It is in the same category.

Mr. Chairman: I am trying to get my metaphors straight.

Mr. Warner: Do not mix my metaphors.

Mr. Jackson: If I can go back to help centres for just a moment, is it safe to say you are not considering bringing the level of financial commitment for help centres up to the level of assistance offered to the youth employment counselling centres?

Hon. Mr. Sorbara: Not at this point. When one is involved in a review, one should not prejudice the results of the review. We have not initiated the review as a preface to increasing the level of funding.

Mr. Jackson: There is no money in the budget to take you to April that would indicate you would be willing to do it.

Hon. Mr. Sorbara: What words are you putting in my mouth now? Could you run that by me again?

Mr. Jackson: Do not second-guess my question. Just answer it. Do you have the money to do that?

Hon. Mr. Sorbara: The commitments we have made to help centres are for the current fiscal year and those are set.

Mr. Jackson: There is no planned increase in this fiscal year?

Hon. Mr. Sorbara: No.

Mr. Jackson: I do not want to get into the Futures area, but unemployment knows no age and there is concern about when the youth employment counselling centres finish and the older workers' centres and other delivery mechanisms start. Is there any plan to develop a continuum between the two currently under review within your ministry? Who would be responsible for that?

Hon. Mr. Sorbara: I am listening to my deputy.

Mr. Jackson: If it is helpful by all means do so.

Hon. Mr. Sorbara: At this point, there is no plan to have that sort of continuum.

In many respects help centres are directing their attention to areas that relate to the primary jurisdictional responsibility of the federal government and Canada employment centres. Again, I say the same thing as I said to David a few minutes ago. We cannot take over piece by piece what has traditionally been a federal area of responsibility. This goes back to the things you said about relocation, wage supplements and that sort of thing.

Mr. Jackson: Unemployed workers could care less when they walk through that door whether it is a program of your ministry, the board of education or the federal government. They care that their needs are being met. In view of shrinking public dollars, which all levels of government agree we are faced with, some sort of continuum and linkage should be occurring. I was merely asking to what degree we are focusing on those falling between the stools once they reach the magic age of 25 and are no longer eligible for Futures. Are the workers' centres able to pick them up? What are we doing in that area?

It is too broad a question in the time remaining, but that was the point I was making.

Hon. Mr. Sorbara: I will answer it. We have no current plan to create the kind of network of help centres that we have of youth employment counselling centres. That network is very extensive. We do not have current plans to create the same model for the older worker.

To deal with the introduction to your question, you said the individual unemployed worker does not care or give a damn who is funding. That is right. On the other hand, politicians have to be responsible for the area they claim to have responsibility for and exercise jurisdiction over. If you think the provincial government should

now start to act as a kind of provincial Canada employment centre, with the kind of job creation and job placement resources the federal government has committed itself to, that is an interesting—

Mr. Jackson: No, do not speculate on my behalf. Perhaps it is in your Liberal ideological roots that the solutions lie in creating megastructures. I can assure you it is within my personal philosophy that the answer is—and I have been stressing this through the estimates—and the solutions lie, in co-operation and dialogue.

There are identified needs and identified gaps in delivering the services for the unemployed and unskilled, regardless of who is delivering them. There is room for us to create dialogue within these groups, instead of having jurisdictional fights. That is really all I was trying to get at.

For my final point, if I can make it in spite of the five-minutes-early bell which I know you have recognized, I would like to refer back to a comment the minister made to the member for Wentworth North (Mr. Ward) that he had difficulty responding to yesterday. Somehow, today he has no difficulty advising that there is all sorts of consultation and involvement among various groups involved in the delivery of these programs.

He made specific reference to school boards and the fact that standing on a stage and cutting a ribbon somehow constituted dialogue with that specific board or all boards in Ontario. I would like to advise the minister—

Hon. Mr. Sorbara: Oh Cam, you—

Mr. Jackson: No, I am going to give you the example now.

Hon. Mr. Sorbara: I hate to interrupt—

Mr. Jackson: The minister was notified by the Ontario Association of Education Administrative Officials, which contacted him in December of last year and requested a meeting. They requested a meeting because they are convinced there are structural flaws with the Futures program. They were pleading with you to provide them an opportunity to give you input, specifically in a letter to Arnold Krever. A committee, which involved all the top education-

al officials from the province who are involved with technical training of our young people, prepared a paper on Training Needs of Youth. I hope you are familiar with this document.

They put two specific references in their letter. The first was: "The Ministry of Skills Development has stated that we should all work together to avoid duplication and for harmonization of efforts; if so, why have we been excluded?" The second point was: "Young people will be encouraged to drop out of school and enroll in Futures programs and the college of applied arts and technology advertising can be very compelling to these students."

This was a flag that was given to the minister in December. He has chosen not to meet with the education officials, whether through Mr. Conway or directly. I challenge the minister to give us one example where he has done what he has suggested to the member Wentworth North that he did, which was to consult with secondary school educators in any organized way with respect to Futures or other programs for that matter.

To date you have not accommodated this group which specifically warned you of these concerns. When we do get to Futures, I will be documenting for you cases to support the various concerns that they raised back in December.

Mr. Chairman: Does that mean we have completed the second line of this vote and we want to move on to youth?

Mr. Jackson: No.

Mr. Chairman: It does not. I just wondered why you were dealing with that.

Mr. Jackson: I am giving him food for thought on his trip to the Far East.

Hon. Mr. Sorbara: Food for thought.

Mr. Chairman: We will adjourn now. On Thursday we reconvene with the Minister without Portfolio responsible for disabled persons, the member for Parkdale (Mr. Ruprecht). We will come back to your estimates at some point in the future, speaking, as we were, of Futures programs. I will keep you advised.

The committee adjourned 5:58 p.m.

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No. S-29

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office Responsible for Disabled Persons

Second Session, 33rd Parliament

Thursday, November 6, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, November 6, 1986

The committee met at 3:58 p.m. in committee room 1.

ESTIMATES, OFFICE RESPONSIBLE FOR DISABLED PERSONS

Mr. Chairman: I call the meeting to order. We will start with the minister's opening statement.

Hon. Mr. Ruprecht: I hope you will not think it rude when I start coughing. I want you to know I just got out of bed this morning. I hope you will pardon my continuous problems.

Mr. Cousens: You seem to be in good form now.

Hon. Mr. Ruprecht: That is because I am maintained by a lot of new chemicals. You know all about those.

Mr. Chairman: Stay away from the American Motors plant in Brampton. If they do drug testing on you there you may never get hired.

Hon. Mr. Ruprecht: The opportunity to introduce the estimates for 1986-87 of the Office Responsible for Disabled Persons is a source of both honour and pleasure. The honour comes from the knowledge that this is the first time Ontario has had a minister responsible for disabled persons.

The intention of the Premier (Mr. Peterson) in creating this new cabinet position is clear. He and the government are determined to accelerate progress towards the full participation and integration of disabled persons in Ontario life.

The pleasure I express at being here today stems from my conviction that in the relatively short time we have been in office, this government has indeed made progress in responding to the concerns of disabled Ontarians. Not only that, we have also embarked upon a number of initiatives designed to assist them to lead better, more independent lives.

Mr. Chairman: I think we are picking you up fine on Hansard, but your cold is not allowing you to project in this room.

Mr. Newman: I suggest you speak a little louder.

Hon. Mr. Ruprecht: All right, thank you. I was talking about the government's short time in office. It is not yet two years, but the two years

are coming into effect fairly rapidly. Before the end of that time, a lot more legislation will have gone through. There will be no doubt that we will have kept our promises, but more about that later, I suppose.

We have embarked upon a number of initiatives designed to assist disabled persons to lead better, more independent lives. During the time allocated for discussion of our budget estimates, I look forward to exploring in detail with the members of this committee the progress we have made in the past year and some of our policy directions for the future. I look to you for suggestions on how we can work together to increase opportunities for people with disabilities and to expand their participation in the life of Ontario.

I would be remiss if I did not comment on the spirit of co-operation and sharing that has been generated by a visitor to our province. On behalf of the Premier and the government of Ontario, on October 24, I greeted Rick Hansen as he crossed the interprovincial bridge from Hull, Quebec, into Ottawa.

During his international campaign to promote the abilities and potential of disabled people, Rick has become one of our best-known disabled athletes, in league with Steve Fonyo and the late Terry Fox.

The Premier and the government of Ontario awarded Rick unique recognition by declaring the week of November 3 to November 9, 1986, as Rick Hansen Man in Motion Week. Today we were able to acknowledge his achievements when he joined us in the Legislature.

During his brief time in Ontario, Rick has brought people together in a common cause in a way that, to my knowledge, is unprecedented. He has shown us in a highly visible way that people with disabilities are capable of remarkable achievements and contributions. Above all, Rick has shown us that a disability does not have to be a handicap. We cannot help but be impressed with his courage and the strength of his commitment.

This government has stated its commitment with regard to a range of special-needs groups within society. I draw your attention to those offices established to deal with matters relating to native peoples, women, francophones and senior

citizens, as well as the Office Responsible for Disabled Persons. Although these offices do not have legislation to administer, they do have an influence that exceeds the bounds of any particular ministerial responsibility or jurisdiction.

The Premier has made it a priority to work towards solutions to problems faced by these special-needs groups. The Office Responsible for Disabled Persons was established in recognition of the importance of the issues faced by disabled individuals. These issues were considered worthy of special attention at the time of dissolution of the Provincial Secretariat for Social Development.

As minister, I have been assigned two major responsibilities. One is to increase awareness within government and society as a whole of the abilities and needs of disabled people. The other is to ensure that the government's response to issues of concern to disabled people is complete and effective.

I am supported in my task by the secretariat for disabled persons. In addition, the Ontario Advisory Council on the Physically Handicapped reports to the government through my office. The council has proved to be an invaluable source of advice and guidance to government for more than a decade now. I will return to discussions of the council's role later.

At this point, I would like to introduce to you some of the members of my staff who will be sitting in on the proceedings of this committee. They will assist me in making sure you receive as much information as possible in response to any questions you may have about our programs and activities.

I am delighted to have as my senior adviser, Clem Sauvé, a talented and experienced civil servant. Mr. Sauvé held several posts within the Management Board secretariat and the Cabinet Office before being assigned to the Office Responsible for Disabled Persons. He sits on my immediate left.

I would also like you to meet Jill Hutcheon, provincial co-ordinator of the secretariat for disabled persons. She is sitting to my far left. Arna Banack, manager of policy services, is sitting in front of you and is blinking at this point so she can be identified. Next to her, to her right, is Felicity Corelli, the secretariat's communications co-ordinator.

My executive assistant, Len Gullins, is also here. He is to my far left, sitting next to Jill Hutcheon. Also with us today is Ron McInnes, who was reappointed earlier this year as chair-

man of the Ontario Advisory Council on the Physically Handicapped. I am particularly appreciative of Mr. McInnes's presence since, in addition to his duties with the council, he must also attend to a legal practice and various volunteer activities in the community. Mr. McInnes is sitting straight ahead of me.

Mr. McInnes will join us again later in these proceedings when the committee deals with this particular item. He will be able to answer any questions you wish to put to him directly at that time.

The secretariat for disabled persons holds special responsibility for volunteerism and provincial group homes policy. These responsibilities were inherited at the dissolution of the Provincial Secretariat for Social Development.

However, the lead responsibility for volunteerism is now held by the Ministry of Citizenship and Culture, and the proper location for the provincial group homes function is currently under consideration by an interministerial committee chaired by the Ministry of Housing.

16:10

The Premier also selected the Office Responsible for Disabled Persons for the special assignment of publicizing Family Month throughout the province this past May.

Before we commence a more detailed discussion of the role and activities of the Office Responsible for Disabled Persons, I would like to highlight an event that does not form part of the estimates I am introducing today. It is, however, an event that must guide the future activities of not only this office but also all of government and eventually, I hope, all of society.

I am referring to Ontario's proclamation of the Decade of Disabled Persons. It was my happy task to announce in the Legislature on June 18 that this province was joining the United Nations in observing this very special event, which runs to 1992. This marked a new stage in this government's commitment to ensure the fundamental rights of people with disabilities.

The principles set out in the proclamation state clearly that our aim is to promote the fullest possible integration of disabled persons in the mainstream of community life. They recognize that individuals themselves and society as a whole benefit when all people have the opportunity to participate in every area of social and economic life.

I could talk at length about the proclamation and the goals for which it stands, but it would be useful at this point to share with you exactly what it says. Copies of the proclamation have been

widely distributed throughout government and the disabled community, but a review of its principles might help us put into perspective where this government is headed in terms of the rights of people with disabilities.

There are eight principles.

1. The dignity, independence and potential of persons with disabilities will be respected in all aspects of life.

2. Persons with disabilities have equal rights and equal obligations in common with all citizens to participate and contribute to community life.

3. Efforts will be made to increase public knowledge and awareness of the abilities of persons with disabilities in order to break down barriers which exist due to lack of understanding and outmoded attitudes.

4. Public co-operation will be sought to promote positive action in broadening access of persons with disabilities into the life of the community.

5. Services and programs will be aimed at integrating persons with disabilities into existing social and economic structures.

6. Minimum standards will be sought, where possible, for the provision of programs and services to persons with disabilities throughout Ontario, notwithstanding rural isolation and local economic conditions.

7. The development and participation of organizations representing persons with disabilities is of vital importance in identifying needs, expressing views on priorities, evaluating services, advocating changes and promoting public awareness. This role will be encouraged.

8. Consultation will take place among government and all sectors of society to ensure that co-ordinated efforts are made towards preventing the occurrence of disability and in facilitating the rehabilitation of those who are disabled as well as enhancing their quality of life.

These words may sound idealistic. I readily admit they are. They are a formal declaration of the government's goal of equal opportunity for disabled people. At the same time I believe that the principles they establish are realistic and workable, and they give us direction as to how we can work to achieve that goal.

Actions are important, but good government cannot function without goals and objectives. The proclamation gives us a mechanism for monitoring policies and programs in all ministries and their impact on the disabled community. We intend to take that responsibility very seriously.

I have been talking in general terms about the background and responsibilities of the Office Responsible for Disabled Persons. Beginning with the secretariat, I will now deal more specifically with the four major areas into which our activities can be divided. These areas cover matters of policy, information, awareness and community liaison. I will deal with them in that order and indicate how the various activities are linked together.

As I said earlier, part of my task is to ensure the co-ordination of government policy with respect to disabled persons. This entails considerable collaboration with other ministries, and I want to stress that the goals of integration and full participation of people with disabilities are shared throughout the government. We are all working towards equal opportunity in all areas of life for all Ontarians, including those with disabilities.

To a considerable extent, the secretariat's policy activity reflects the principles of the proclamation. It supports and promotes equal and full participation of disabled persons in all aspects of social and economic life. This aim has been and will continue to be the cornerstone of the secretariat's approach to policy development.

By its nature, this approach is both reactive and proactive. The secretariat must react to policy issues as they are raised by other ministries. We provide a disability perspective that crosses the normal ministerial boundaries. Our concern is the effect of individual policies and programs of different ministries on services that are currently being delivered.

We present the concerns, the issues and the solutions that the disabled community and individuals within that community consider to be important. What is considered important is established through active consultation with the community. The cross-jurisdictional nature of our mandate demands that we make clear the impact on disabled individuals of policies under consideration.

We consistently present a perspective that promotes the full integration of people with disabilities in the mainstream of society. To provide this perspective, we also need a clear understanding of developments at all levels of government, including municipal and federal. I believe the line ministries are now hearing the message of integration and are reflecting it in their own policies.

Recent changes to the Ontario Building Code, an increase in support services for adults in the community and planned changes to the Ontario

Human Rights Code are all examples of policy development that has taken into account the needs of people with disabilities.

16:20

The secretariat has been an active partner in setting these policy directions and reflecting the disability perspective. Our approach has supported access and independence for disabled individuals, and it has promoted their right to be part of the community to the greatest extent possible. Our government is convinced of the need for such a perspective and is convinced of its value. In recognition of the importance of the secretariat's activities in this area, additional resources have been allocated to the policy area.

At this point, I would like to interject that this is not always the easiest role to play. Sometimes it is necessary for ministries to be encouraged to take action. It would be easier for us if we did not have to do this, and I imagine it might be easier for those ministries as well. It is not a role that guarantees popularity, but it is one that I am convinced is absolutely essential if we are to respond to the needs of the disabled citizens in Ontario.

Besides, the increase in policy resources has indicated that the easy way out is not to be taken. Through its policy activity, the secretariat must continue to work with all ministries to develop policies and programs that are increasingly responsive to these needs. We shall continue in this reactive role; however, the secretariat also intends to increase its proactive activity in the arena of policy development.

By that I mean we will become increasingly involved in the development of policy around issues that are not being raised by other ministries but that are deserving of attention. I stress the need for this kind of activity for issues that are not the responsibility of any one ministry but that cross jurisdictional boundaries. In such cases, the secretariat will facilitate the identification of gaps in policy and the sharing of information between ministries to prevent important issues from falling between the cracks. Plans are already in process for the establishment of an interministerial committee for this very purpose.

This committee will have important ramifications for all four areas of the secretariat's activity: information, awareness, community liaison and policy; however, it will likely be most important from the policy standpoint. The secretariat will be able to discuss policies as they are being developed by other ministries. It will be possible to provide input from the perspective of disabled individuals at the outset rather than later in the

policy development process. It will also be possible to raise issues for examination by key ministries, to receive feedback from other ministries and to work on problem areas.

The secretariat, therefore, intends to increase the level of activity in the policy area, continuing to promote the goals of full participation and equality of disabled individuals in all aspects of life. No matter which table I sit at, whether in cabinet, the cabinet committee on social policy, the standing committee on regulations and private bills or any other forum with colleagues, it is my role to bring the disability perspective to the policy development and decision-making process.

A second aspect of the secretariat's role is to provide information on programs and services available for people with disabilities. Much of this is done by telephone, and although callers' needs can generally be met within the Ontario government, sometimes they are directed to other levels of government or to private sector agencies.

In the provincial government alone, some 120 programs for disabled persons are administered directly by 19 different ministries. Sometimes disabled persons and their families encounter difficulties in locating the service they need. In such instances, the secretariat often adopts a case management role, seeing the matter through to resolution; and while some cases can be resolved quite easily, others may take longer.

For example, it took only one initial phone call to put the appropriate agency in touch with a caller who needed an assistive device. Another caller complained about transportation availability for disabled people. Again, one call to the manager of the agency providing the service resolved the caller's problem.

A more complicated situation involved a disabled caller who wanted temporary accessible accommodation. This was eventually found, but only after about 40 telephone calls by secretariat staff to MPPs, MPs, aldermen, the housing authority, staff of various ministries and agencies, the human rights commission and others.

I am pleased to say that to date our results in case management have generally been good, but sometimes cases cannot be resolved to everyone's satisfaction, and it would be unrealistic to expect that they could.

The provision of information is a two-way street. In response to issues raised in our case management experiences and in consultations with the disabled community, the secretariat produces a range of publications. These are

directed both at individuals with disabilities and at the organizations that represent their interests in and out of government.

The latest of these publications is the secretariat's newsletter. All the publications will be found in your yellow envelopes, and a copy of the *Courier* is included as well. The *Courier* is published quarterly and provides news and information about current developments on disability issues at the secretariat and in government as a whole. The disabled community specifically requested a publication of this type, and our response indicates we took the request seriously.

Our secretariat also published a Guide to Ontario Government Programs and Services for Disabled Persons. But for the fact it comes free, we could say the guide has been a runaway bestseller. As its title indicates, it is an easy-to-scan compilation of the various programs and services available for people with disabilities, along with the access points for these services in different ministries. All 55,000 copies of the latest printing were snapped up, and we could easily have distributed thousands more. The guide is published annually and a revised edition will be out in a few weeks.

16:30

A more comprehensive publication is the Inventory of Government Programs and Services for Disabled Persons. Whereas the guide is directed at consumers, the inventory is intended to assist agencies and organizations providing services for disabled persons. We were well aware of the need for such a publication, but even so, it can safely be said that staff members of the secretariat have been astonished at the amount of appreciation that has greeted the new inventory.

Another responsibility of the secretariat involves awareness. Our activities in this area complement our information function and are sometimes closely linked. The overall goal in this area of activity is to promote the capability and potential of disabled individuals to be independent, self-sufficient, tax-paying citizens; citizens who are entitled to partake of all the benefits that society has to offer and, at the same time, have their own contributions to make to society. That has also been the goal of Rick Hansen. The Man in Motion world tour has identified the capability potential of disabled people. The tour works in tandem with the goals of our secretariat.

It is often attitude, not reality at all, that is the main hindrance to the integration of a particular group in society and that prevents the equal

opportunity in life that is the right of every person. By focusing on the abilities of disabled persons, we hope to broaden the options that are available to them. In fact, raising awareness of one type or another, in one or another part of society, permeates each area of secretariat activity.

In matters of policy, we bring the disability perspective to the rest of government. Through our information activity, we make known to the disabled community and the organizations and agencies that represent their interests what services are available from government and what government is doing with regard to disability issues. This last one also extends into my personal liaison activity in the community.

The secretariat has been specifically mandated to raise the awareness of the public about the needs and abilities of disabled individuals. We already have a number of initiatives under way and others are being developed. One such program is the Premier's awards for accessibility, which recognizes excellence and innovation in barrier-free design. The judges look for exceptional residential and nonresidential projects which afford access to everyone, disabled and able-bodied alike.

Building owners as well as architects are honoured for excellence in implementing the barrier-free approach, and this year we have added a separate category for landscape architects. We recognize that the design of the external building environment and the treatment of interior open space has a strong impact on accessibility. This is the second year of this competition, and the awards ceremony will take place later this month.

This year, we are also introducing a new awards program for disabled persons. Five community action awards will honour disabled Ontarians who have made significant contributions to their communities or to the province as a whole. I am hopeful this program will alert the public to the great achievements and potential of disabled people.

We are fortunate to have a powerful community spokesperson with a similar goal. Beryl Potter, whom many of you know personally, is a multiple amputee who uses a wheelchair. Last year, she visited northern Ontario to show high school students that although disabled people have many special needs, they also have a lot to contribute. Her tour was sponsored jointly by the secretariat and the Ministry of Education as an International Youth Year project, and it was a great success. This year, Mrs. Potter will be

concentrating on schools in southwestern and southeastern Ontario.

People such as Beryl Potter and Rick Hansen play an invaluable role in increasing awareness of disabled issues. At the same time, there is a need to portray disabled people leading normal lives. Just as able-bodied people do not all aspire to become media personalities, most people with disabilities are concerned primarily with everyday life and want to be part of the community as far as possible.

With the assistance of an advertising agency, we are developing a public awareness campaign along these lines for launching before the end of this fiscal year. In addition, the secretariat will continue to look for opportunities of a corporate nature to enhance the understanding of disability issues.

One of the basic supports to all secretariat activities is consultation with the disabled community. Since my first day as minister responsible for disabled persons, I have been particularly committed to this community liaison aspect of my role. To make their views known to government, disabled Ontarians need a forum where they can raise issues and concerns directly and know they will be heard.

However, I feel strongly that the obligation of government goes beyond the act of listening to the concerns of the disabled community. People with disabilities want to have an active part in shaping their own lives and futures. We must be prepared to bring them into our discussions during the policy-making process. We must recognize them as partners around the table, who have a stake in seeking and finding meaningful yet balanced solutions.

Like any other group in a pluralistic society, the disabled community is extremely diverse. Its members have different needs, attitudes and approaches to issues, and they do not always agree on how goals should be achieved. Our challenge is to recognize these diversities in our relationships with the community and to work to find the best answers.

Policy, information, awareness and community liaison: how are these separate functions of the secretariat for disabled persons linked together? What can the secretariat offer that is not available from a line ministry? I believe our contribution is the global perspective. The secretariat is able to provide an overview of the different concerns of different ministries as they relate to disabled persons.

Let us take the issue of access as an example. If you are at either the Ministry of Housing or the

Ministry of Government Services, access means access to buildings. At the Ministry of Transportation and Communications, it may be access to public transit or perhaps to closed-captioned communications. The Ministry of Labour, on the other hand, will speak of access in the context of employment.

16:40

Through its different activities, whether policy, information, awareness or community liaison, the secretariat for disabled persons has had involvement with all these definitions. It assists individual ministries to see beyond their immediate context, and in the case of access and other concerns of the disabled community that are not the sole responsibility of any one ministry, promotes a broader understanding of the larger issue.

In partnership with the ministries and the community, the secretariat assists the government to provide the co-ordinated response that is needed. Because the future is not necessarily the development of specialized services for disabled people, we must move more and more towards making all our programs accessible to all Ontarians.

Our first and most formal link with the disabled community is the Ontario Advisory Council on the Physically Handicapped. Shortly after my appointment as Minister without Portfolio responsible for disabled persons, I was pleased to be present at the council's 10th anniversary celebration in December 1985.

As its title indicates, the council is strictly an advisory body. It does not provide funding, does not undertake case management and does not deliver programs. I look to the council for advice and recommendations on a wide range of matters that affect disabled persons. Specifically, the council offers me advice on how government can best promote the development of opportunities for self-help for people who are handicapped by physical disabilities. The council's mandate is also to review current programs, both inside and outside government, that affect the lives of disabled people.

Council members are appointed as individuals. They do not represent specific groups, although in fact all of them are active in a wide range of organizations. Their advice to me is based on a wealth of knowledge and firsthand experience of the issues faced by people with disabilities.

The government also recognizes their different areas of expertise. Individual members of the council have sat on the Ministry of Health's

Assistive Devices Advisory Committee, the Ministry of Housing's study group on access and the steering committee of the Premier's awards for accessibility program.

As minister, I work very closely with the advisory council. As a result of the council's recommendations, the government has taken action on a number of key issues that extend across many fronts. Changes in the Ontario Building Code as it pertains to accessibility and proposed changes in human rights legislation reflect the advice received from the council.

A recent example of this advice that will have far-reaching effects on disabled people is reflected in the decision of the Ministry of Housing to install elevators in two- and three-storey Ontario Housing Corp. buildings.

Another instance relates to parking problems experienced by disabled people. In conjunction with the advisory council and the secretariat for disabled persons, the Ministry of Transportation and Communications has developed a proposal for province-wide parking permits. The proposed system would address the concerns expressed by the disabled community and would provide uniformity across municipalities. Staff of the ministry are consulting with the community concerning this proposal, and we hope to have a satisfactory solution to the parking problems soon.

The advisory council also goes out and actively seeks the views of the community it represents. Again this year it has conducted consultation sessions in major centres throughout Ontario.

In the current fiscal year, the advisory council is concentrating primarily on the area of transportation for disabled persons. The issues involve more than one level of government and more than one ministry within the provincial government. There are many points of view. It is encouraging to know I can count on the advisory council for its considered advice and its recommendations.

As well as receiving the valuable advice of the council, I meet directly with agencies and organizations that represent the interests of disabled individuals. These meetings and consultations take many forms. In our efforts to respond to problems, we may invite representatives of different groups to Queen's Park, where we can sit down together and try to find joint solutions.

One example is the Wheel-Trans strike of a few months ago. A number of issues were at stake, but consideration of the effect on the consumer was a priority. In this case, we consulted with the disabled community, who

were the people directly affected by the strike, to find out what they felt should be done. They told us in no uncertain terms: "End the strike. Transportation is an absolutely essential service for people with disabilities." That is what the government did. The Minister of Labour (Mr. Wrye) brought in legislation to end the strike.

I also make a point of visiting organizations in different parts of the province to see how they operate on a day-to-day basis. These have included housing developments, workshops, schools, places of employment and recreational facilities. These are not only government-funded organizations; some are self-supporting or receive support from private sources.

For example, in Peterborough I toured the Lumpy factory. The factory employs disabled individuals who cannot work a competitive 40-hour week but who do not want to be in a sheltered workshop. Workers are employed in the manufacture of various items for the retail market.

On another occasion, I visited the ability centre in Timmins. This is an active rehabilitation service sponsored by the Ontario March of Dimes. The program is designed to identify an individual's work potential and help him or her develop the skills necessary to compete effectively in the labour market.

I have found that one of the most useful forums for interaction with the disabled community is the consumer conference. Attendance at annual meetings or conventions of a variety of groups and organizations gives me the opportunity to describe government services and initiatives as well as to learn at first hand the issues and concerns of the community.

On a less formal basis, my office is always open. Whenever possible, I am happy to meet with individuals who have a particular concern they wish to discuss or bring to my attention.

Formally or informally, I have found that the message from representatives of the disabled community to government stays the same. Disabled people want to know what is happening and what government is doing that will affect their lives and their interests. They want to share and exchange information and points of view. They want to be partners with government and with society as a whole in seeking solutions to problems that balance both social needs and economic realities.

I must be able to take the same message back to the community. As a government, we cannot make policy in isolation. If we are to enter into a true partnership that allows all groups in society

to determine their lives we cannot make policy for disabled people, we must make policy with them.

16:50

I have been describing the four areas that are the focus of current activities of the Office Responsible for Disabled Persons. For the future, we anticipate continuing and refining our initiatives in these areas. As I said earlier, the proclamation of the Decade of Disabled Persons will guide the development of policy and programs. It will be the task of the government to ensure that all the principles of the proclamation become reality for Ontario's disabled community. Our actions must reflect the goals established by those principles, and we must be prepared to defend our actions on that basis.

The secretariat will continue to administer the community action fund. This initiative was announced in June in support of the proclamation. It is the first time the government has openly declared its intent to encourage and support the development of self-help initiatives among the disabled community, and it has been well received by that community.

As a government, we have stated our goals. Now we must work out the practical means of achieving them. The word "must" has occurred frequently throughout my statement today. I have used it advisedly. I do not believe we have a choice in the way we must go. It is now clear that to survive in this highly competitive, technology-driven society, the primary focus must be on the development of human resources.

Governments and the private sector alike increasingly view human resource development as the key socioeconomic strategy for achieving both increased productivity and competitiveness and greater social justice. No longer can social policy and economic policy travel on separate tracks. It must be recognized that social and economic progress are inextricably intertwined. A flexible, resilient work force with ongoing access to high-quality education and training is as critical to a healthy economy as it is to our pursuit of social justice.

I have just a few short, closing comments. In recent years, disabled persons have made significant progress. They have established small businesses, they have entered competitive employment, they have moved out of institutions and into independent living, and perhaps most important, they have formed self-help organizations to defend their interests aggressively and effectively.

Since this government came into office, we have seen a series of actions which are meant to enable those with disabilities to participate in society to the greatest extent possible. For example, changes have been made to the Ontario Building Code as it relates to accessibility, and plans have been announced to amend the Human Rights Code regarding the right of access.

The assistive devices program has been extended to cover a larger share of the cost of assistive devices and other health care aids. We have expanded the province's network of community support services to enable more disabled individuals to continue living at home.

The government has also announced its intent to guarantee the minimum wage for disabled employees currently governed by less than minimum wage permits in sheltered workshops and similar rehabilitation settings if they are in a true employment situation. We also intend to ensure that individuals in these settings are protected under the Occupational Health and Safety Act, as are other workers in the province. Much has been done to accelerate this progress. For example, individuals with disabilities are being encouraged to apply to the new ventures program to assist them in establishing small businesses.

A major review of the social assistance system has been undertaken under the chairmanship of George Thompson, and it will have far-reaching implications for disabled people on income maintenance. Financial aid has been offered to hearing-impaired students requiring interpreters, notetakers or amplification devices, and 75 per cent of dental treatment costs has been offered to children requiring correction for cleft lip and palate.

I could continue. These are only some of a host of initiatives and activities that are currently under way. Much has been done, and I know the disabled community is optimistic about this progress, but much still remains to be done. Last June, when I announced the proclamation of the Decade of Disabled Persons in the Legislature, I challenged all Ontarians to work together to open up opportunities and expand participation in the life of our province.

I put it again to the members of this committee, not in the form of a challenge but as a request. I have described the role and functions of the Office Responsible for Disabled Persons. I have talked about what has been done and what we hope to accomplish. Let us now work together to help find the best possible solutions and to help chart a course that will make Ontario truly a

province of opportunity for all its citizens, including those with disabilities.

I look forward to your comments, suggestions and questions.

The Vice-Chairman: I presume the opposition critics have their statements and would like to proceed with them.

Mr. Cousens: I want to begin by saying I do not think there is an MPP, a staff person or an individual in this province who is not charmed and impressed by Rick Hansen and by what he is doing for the disabled and for the people who are part of our society and care about what it is all about.

At noon I listened to the very impressive remarks of our previous Lieutenant Governor, who talked about the unifying force Rick Hansen is to our society. There is no doubt we are tied together with him and his dream. He is bringing people into the spirit of what he is trying to do. That is what this Legislature is also trying to do. We are trying to bring a unifying force for the disabled to show that we care and that it means something.

I also like the remarks that were made by our new Lieutenant Governor, who is fitting into the job in a marvellous way. Lincoln Alexander said, "It is nice to see how someone can concentrate on his ability rather than his disability," bringing out the positive side, so that when we think of the disabled, we are thinking of their abilities rather than the negative side. Who among us is not a party to a disability of some kind? When we concentrate on ability and have that hope and expectation of the possibility that someone can move forward, accomplish tasks and fulfil dreams, we see what he is able to do because of what his drive and his motivation are directing him to.

17:00

We are seeing a young Canadian do something that I cannot help being impressed by. Even to hear him made me realize just how fortunate we are to identify with him, his humility and charm and his remarks on the spirit of the tour. Although he can see that the money will go to a great purpose in spinal research, his words were, "What makes a difference is the consciousness of all mankind of what we are trying to do." He is richer by far than I and than so many of us just by virtue of that sense of what it is all about.

I am in a very significant and serious way humbled by him, by what he is doing and what he will do, and by the long-term ramifications for all of us to understand, more than ever before, in a fresh way, the needs of the disabled. He is

strong, he is vibrant and he tells us that those who may have labels of different kinds also have that inner strength to be as strong and vibrant.

We can help the disabled if we care or if we extend an arm and a hand when they need it and if we open up our hearts and our minds and our buildings and our policies and all the things we are trying to do in this 10-year period that the United Nations has struck as the Decade of Disabled Persons.

It has been happening. It is not something new that has just come on the street. It has been there, as those of us know who have someone within our own homes and families who is disabled. There are few homes that have not been touched by it. Mine has been, and I go back to the days when I had to care for a loved one. It is not only the things you see in public, which make it look as if it is all just fine. Behind closed doors it is not as easy as it looks. It is hard and it takes a lot of love, understanding and patience. The frustrations mount.

We as legislators have to understand that it is not just words we are talking about. It is the accomplishment of one of those worthwhile goals that has made each one of us, from all parties, come here. I do not think it is the exclusive privilege or right of any of us to say that we are more caring or more genuinely interested in the needs of the disabled. I happen to know that Richard Johnston, my counterpart, and the New Democratic Party, the Liberals and the Conservatives all have that depth of concern.

I want to begin on a positive note. I want to begin with the very elementary fact that we are dealing with an important subject that has so much emotion to it. Today has been an emotional day. We will not have many days where there is such an experience as we have gone through this afternoon. It has been heartening: the two leaders who spoke, and certainly you, Tony; it is rich.

I am going to raise a number of questions, and I do not think you are going to have an easy time answering them. I have some fundamental and serious concerns, which I am raising in the spirit of wanting more and better things for our disabled. I hope that through this process, as poor as it is, we can start seeing some light at the end of the tunnel for those who are disadvantaged.

I want to mention one comment that has me alarmed and concerned. It was not part of my notes or my background material; it was in the speech of the Minister without Portfolio responsible for disabled persons (Mr. Ruprecht). The minister talked about the donations being made by the province, and he commented that Rick

Hansen is in the league of Terry Fox. I think we all feel that. I did not meet Terry Fox when he came through, although I saw him from a distance. I have now met Rick Hansen.

The tying in of Terry Fox with Rick Hansen is a legitimate and valid comparison by virtue of the fact that Rick Hansen is drawing attention to the need for spinal cord research, as Terry did—and still does in the memories of so many of us who have just run a Terry Fox marathon—for cancer research. However, now, in one breath, you are saying there is something between the two.

It was not that long ago that Terry Fox was in town and the then Minister of Health, the member for Don Mills (Mr. Timbrell), was able to make a \$1-million donation for cancer research from Wintario grants. Unless you have some surprise I do not know about, I see in your speech, which you did not deliver fully today, that you are giving \$35,000 in grants from Wintario and the community action fund to help the Canadian Paraplegic Association to defray the costs of co-ordinating the Ontario portion of the tour. As well, you are equalling some of the funds of the Ontario Expo 86 pavilion, that is, \$100,000. I see \$135,000 coming in.

I happen to believe that there is some money in the Wintario budgets that could go a long way to show the spirit, concern and compassion that the people in this province have towards this young man. I see you doing one tenth of what I thought would be done. That is just 10 per cent. Inflation and other factors are involved. I see it as a minuscule amount compared with what it could have been today. It would have been a great uplift had we seen some gesture that went beyond what I have seen here.

I have not had a chance to discuss it with any other people, but I have to express my disappointment that there was not something that really gave him strength. He is at the halfway point and he is ready for another 20,000 kilometres. We could have seen that chance today here in our own Legislature when we had a unanimous motion. That would have been a great moment of fulfilment.

I am not going to say any more about Rick Hansen. The tone of what he has been, what he is doing and what he is will come through in what we are trying to do for the Rick Hansens of the world and for all those we care about. We hope they will receive the help.

I think your speech, which lasted more than an hour, could have been made in 10 or 15 minutes. There were a lot of words and statements but not a lot of action. It has taken up valuable time that

we could have used to ask questions and to go through a number of important issues. I felt it was repetitive, wordy and it did not tell us an awful lot. I see you trying to say on the one hand, that you are different from the secretariat of a few years ago, and on the other hand, that you still use the terms because you are very much what was established before, only with a different title.

I see you are claiming all kinds of credit for things, but I question how much involvement you truly have. It took the combined efforts of the New Democratic Party and our party to bring the Wheel-Trans strike to the attention of more people through an emergency debate. Nothing was coming out of your office at the time, but we see you pointing to efforts that you are making to help the disabled.

I have people in my riding office who can get the answers as easily as you are providing them through your ministry, just by making phone calls to services. The directories and the information are available to those who know, and I would be glad to have the ladies in my riding office or in many of the other riding offices around Queen's Park show you that what you describe as some of the things you are doing as a minister have been going on for a while. Some of the red tape you are cutting is cut in the office of the member for Windsor-Walkerville (Mr. Newman) and in many of our offices. We are doing much the same kind of thing.

17:10

I have no doubt you are a committed person and have put in a lot of time, but I am going to raise some questions about how that time is actually and fruitfully used to the end of helping the disabled. I fear there is more of an emphasis on picture-taking than on efforts of concrete value. I have the summer edition of *Courier* in front of me. On the front page are two pictures of the minister, and inside is another picture. In the spring 1986 copy are four pictures of the minister in one copy, times two, because it is the same in French. This is what I mean by picture-taking.

Mr. Newman: Let us forget about that. If you have a problem to solve, let us try to talk about the problem, not about how many pictures you have found where.

Mr. Cousens: I am saying—

Mr. Newman: We did not come here to listen to that.

Mr. Cousens: You can stay or leave.

Mr. Newman: I want to help.

Mr. Cousens: I want to help too, but the priority should be helping the disabled. What I am seeing is the face of the minister and not necessarily things that are doing much for the disabled. I am serious about this.

Mr. Newman: You forget that is what you used to do all the time before we took over. Now, all of a sudden, it is wrong. Let us forget about that. Let us resolve it and try to help these people.

Mr. Cousens: I am making the point that this seems to be more of a picture-taking opportunity for the Minister without Portfolio responsible for disabled persons. He is drawing more attention to himself than to the needs of the disabled. Ask the press gallery what has been going on for the past while. There is a genuine concern on the part of a number of people about who we are promoting, the disabled or the minister. I ask that as a question. It undermines a lot of what the ministry is all about. I put that on the table. I put it in Hansard and I say it out loud. If you want me to say it again because you did not hear the first time, I will repeat it. For now, I will go on to some of my other points.

I am concerned about the relationship of the secretariat for disabled persons with other ministries and with the Advisory Council on Senior Citizens and the seniors secretariat. I would like to have more definitively delineated, so it can be understood, your actual participation through the committee you are hoping to establish, the committees already existing or the meetings you already hold. In other words, what is your relationship with the other departments, organizations and ministries?

For instance, what is the relationship with the Ministry of Community and Social Services? What is the secretariat's relationship to the Canadian Rehabilitation Council for the Disabled, the Canadian National Institute for the Blind, the Canadian Mental Health Association, community workshops, vocational rehabilitation services or the disabled persons employment services unit?

What is your relationship with the Ministry of Health? You are claiming some credit for what is going on with the assistive devices program. You have obviously made some progress there, but what are you doing with affirmative action for the disabled within the Ministry of Health?

What is happening under the Ministry of Education in the area of special education grants and in the schools for the blind and the deaf? What are you doing with skills development? What is going on in the special needs branch of

the Ministry of Skills Development? There is no mention of it in what you have just said.

Under the Ministry of Colleges and Universities, there is a very serious problem with the vocational rehabilitation services and the funding for disabled post-secondary students under the Ontario student assistance program. It has been a mess ever since it has been shifted and changed around. Let us look at what is happening with the student awards programs.

What is happening with transportation and the disabled? You claim something for Wheel-Trans, but I venture to say you have not done all that much.

What is happening with the Ministry of Labour, the Workers' Compensation Board and the retraining of injured workers? This is a major job. So many people who are disabled were not born that way. They are like people we know who have had injuries along the way, and there has to be more done to help get them get back together and back in the work force, so they are making some kind of contribution.

As we proceed in these estimates, I would like to know the minister's top five priority policy issues with regard to the disabled. I have 40 or so pages here, but I want to know his five priority policy issues. A number of areas have been of great concern and interest to me and to the people in our caucus. I would like to touch on them so that, as you respond, you can have some balance to hold it against. With regard to vocational rehabilitation services, there is a need for a basic overhaul of the system. There are lengthy waiting lists and heavy case loads on the counsellors.

I raised this in the estimates for the Ministry of Community and Social Services and I did not get much of an answer. More obstacles are being created to normalization and integration of the handicapped in our society than there are footpaths and bridges. We are better at building fences than we are at building new opportunities to help them get going. We have to become more aware of the problems being created by the administrative nightmare at VRS through the changes that are going on for the post-secondary student.

The assistive devices program has done a lot from its very beginning in 1982. That it has been able to provide for 75 per cent of the costs for those 18 years of age and older and that it has been expanded to the age of 22 is good. What are the next stages of that? What is your interest and concern for the future?

As to physical attendant care, the disabled still remain in chronic care health institutions because of the lack of accessible housing. I am concerned about that. What are you doing about income maintenance? There are severe problems surrounding the unemployable and the yet-to-be-employed, with inadequate levels of the guaranteed annual income system for the disabled. Often people lose their confidence, courage and hope because of the lack of financial support. They want to work. They want gainful employment. They want to be rehabilitated. However, it is often a disincentive for them now. In the long run, we see the problem getting worse, and in the short term it has not got better. I have statistics on that. I will give more details as we get into it and you respond.

The work incentive program under the Ministry of Community and Social Services needs expansion to include the concerns of the disabled. Only those on family benefits are eligible. It does not apply to part-time workers, who constitute many of the disabled. It is not incorporated within the sheltered workshop structure. What are you going to do with regard to the Win program?

Transportation: the basic concern of accessibility to public transportation systems has to become more of an urgent priority as people become more able to get out and do things. This has to be one of the most important things. We want to make things more accessible once they are out and we want to help them to get out. We have a system in Markham that is growing, but we have communities without any Wheel-Trans type of transportation for the disabled. I have the documentation of the complaints from the disabled with regard to Wheel-Trans during the strike. A lot more has to be done. Regardless of how we do it, whether it is through the provincial or federal government, there have to be initiatives from within the provincial jurisdiction to make things start happening.

I am concerned about accessibility to public structures, to physical structures, to buildings. I would like to have an update on the status of the task force that is examining the revision of the Ontario Building Code with regard to accessibility for the disabled. I have not seen anything on it. They have been meeting for a while but not much has been made public.

With respect to the integrated homemakers' program, what role does your office assume in the co-ordination and/or delivery of this service to the handicapped person at home? I am glad it

has been expanded, but what is really going on there?

17:20

We are seeing an age in which people have been given expectations, rightly or wrongly, by comments and statements made by politicians from all parties. It is time for concerted action by all of us to see that there is far more done to support and implement the recommendations that can help them make the transition to a more fruitful and full life in our society. I am concerned that, if we do not do it soon, we will continue to lose the benefit of their participation and contribution to a society that allows all of us to be the better for them.

We want them with us; we want them among us; we want them to be part of it. They are looking to your ministry for help and for care. The words at this point could be followed up with actions. I am interested in seeing precisely the kind of action that can be taken and that you are prepared to take to help ameliorate this problem.

Mr. R. F. Johnston: There sometimes seems to be a law of the legislative proceedings here that the length of a minister's opening statement is inversely proportional to the size of the budget he or she administers. I am not sure we have not seen that today. Though it is a budget of only \$1.7 million or whatever it is, he dragged us through 40 pages of vagaries and fluff, whereas when I deal with the Ministry of Community and Social Services, with billions of dollars being spent, often the opening statement takes a good deal less time. I put it down to the fact the minister is a little disabled himself today and maybe needed an assistive device or somebody reading it for him, given that he has been under the weather.

Let me be brief today and come back in more detail in questions, as was suggested by the Conservative Party critic. I read what you said, and came away asking what do you do. I know you go to a lot of meetings. I know you appear with all the groups that are out there, and even though Mr. Newman does not want us to talk about it, I know you get your picture taken a lot and use it in your presentations in the newsletters you put out and that kind of thing, which is a noble tradition, Mr. Cousens.

Mr. Cousens: Is it? I have never seen it as much.

Mr. R. F. Johnston: I should have kept a copy of a riding report by a previous minister from the riding of Timmins, which had more pictures in it than I had ever counted before in my life. It was like a complete Life magazine in a

foldout. It was wonderful seeing him with all those people in his riding. It is a tradition that I suggest has long and sturdy roots in Ontario, but I often wonder about its efficacy in terms of the groups being served.

In serious terms, are you an advocate? What have you accomplished in making the various ministries more accessible in their employment and in their policies?

You mentioned a couple of things, but let us be clear where responsibility lies here. I give credit to the advisory council for many years of persistent badgering of governments and for getting bits and pieces of its proposals accepted, but usually only bits and pieces. I also give a lot of credit to the charter these days, not to the largess of government, and to the work of people in organizations such as the Advocacy Resource Centre for the Handicapped.

If the government's policy was so clear on minimum wage, why did it take more than a year to decide that people in workshops should be considered to be employed in principle and to get rid of that section of the Employment Standards Act? I can tell you why. It was because the cases were just about to come up before the courts and the minister did not want to be embarrassed by it.

It was very clearly an affront to the charter the day you took office, as much as it was the day you finally moved on it. Then when you moved on it you still allowed the Ministry of Community and Social Services to say, "We are going to put down some regulations here about who is actually employed and who is trainable and that type of thing, who will actually go through occupational training, how many people should be just on family benefits and go through the same penalties they have now and how many of those should be considered to be on minimum wage." I am as afraid about how those regulations are going to work as I am about the definition that used to be under the Employment Standards Act or under the old regime.

I look at the Ontario Building Code. This is a question of equality of access. You are going to get into a lot of trouble. I know ARCH put an incredible amount of pressure to get changes there. I did not see any recognition of its role in terms of pushing government at all. I am not sure what your role was on those line ministries. I want to know where you stand.

You made some comment about it not being easy sometimes and ministries not wanting to go along. It has been my experience that darned tootin' they do not. I want to know your role as an advocate. Are you an advocate for these groups

or are you just mouthing all the platitudes that are now in vogue since the Decade of the Disabled Persons, which this province was so slow to join? Are you just raising expectations and yet are without power and doing only public relations work? I praise the PR work you do, it is professional stuff, but do you really have any clout? Frankly, I do not see many real results of that clout if the only ones you are providing me with are the ones you put in this program.

For instance, where do you stand on assistive devices? Do you really think we have come such a long way since the Tories and their largess? A member over there was praising the 75 per cent assistance to people under 18, which you have moved up a few years. Does that really do anything in terms of meeting the real questions of equality and access for people? I do not think it does. I do not think you have made ground there at all. Where do you stand on assistive devices? Who is giving you trouble in getting that through? Is the Ministry of Health dragging its feet? I will come back to some specific things that were left out.

I can give you a perfect example of something I learned the other day, and I would love to hear the full story of this some time because it is only anecdotal at this stage from a very reliable source. The plan to make this building more accessible by replacing the old ramp that was out there was forging ahead with the government acting on its own, and it was actually going to move to a similar type of thing we had at the University of Toronto library. It was a lift where you had to press a button and ring and then get someone from inside to come and let you in.

Several people have sat outside the University of Toronto library for half an hour in the winter, waiting for a librarian to come down and let them in. I heard that was the plan, until some of your disabled friends raised with you that this was not appropriate. If we cannot even make this building open and accessible and have proper communication on how this should be done, how much effect are you having in some of these other areas?

The principles of the decade are wonderful. The underlying principle is that government's role is to maximize everybody's capacity to participate. That is the role we should be taking. That means integration and getting people out of institutions and providing them with assistive devices, etc., to make things equal for them. I do not see it structurally. I am sorry, I do not see you making those structural changes and I do not think you have the clout that the approximately

40 pages of your message to us today would indicate you have.

17:30

For instance, let us just look at income. We had an announcement two days ago, or perhaps yesterday, from the Minister of Community and Social Services (Mr. Sweeney) about the new rates, and all that the disabled got was a five per cent increase in the pot-pourri of increases the minister came through with.

All Mr. Sweeney was doing was emulating past Tory policy of picking and choosing a few of the groups and giving them a little bit of extra money. One of the groups he did not choose was the disabled. I must say, Mr. Cousens, I am glad you are on side about the question of the income for those people, but for as long as I was in here when your people were in government, nobody listened on the issue of the problems of the rates of family benefits for the disabled. Well, one changed; I am sorry. When we moved the categories to be the same for the permanently unemployable and for those people who were classed as disabled, that was the one gesture that was made.

When the present government was in opposition, the current minister of Labour, the current Premier and others all committed themselves to making sure that the crazy gap we have between what a disabled person in Ontario receives and what a single senior citizen in Ontario receives would be closed.

They pushed the Tories to move on that; the Tories did not do so. A year and a half after the accord, a year and a half after you went into operation, after a \$400-million windfall to the Treasurer (Mr. Nixon), we have no attempt here to close that gap. I ask the minister, what is his power? What is his influence? Where does he stand on that? What is his time frame on it?

The Tories found another issue today in the House, the question of people at homes for special care, an issue my colleague Mr. McClellan first raised in 1978 about handicapped people being put into homes where there was no individualized program for them at all, where they were left sitting in cribs, often for years on end, with terrible understaffing in for-profit homes for the aged.

That continues today, and all we have from the Ministry of Community and Social Services is a commitment that the 72—I guess there are only 71 kids now, because of the one who died in the Ellenvale Acres Nursing Home—the approximately 70 kids under the age of 18 will be out within 18 months, if you can believe it.

Where does the minister stand on that? What is your influence with that to speed up that process? What about the several thousand other mentally handicapped people who are in those institutions but who should not be there?

If we have a real policy in your government—and we now hear all the parties talk about accepting this philosophy of the international Decade of Disabled Persons—for integrating people and getting them out into the community, where is the policy that shows this and where is your influence in it? I am sorry, I just do not see it at all.

In government hiring, I want to know where you stand on pay equity. I want to know where you stand on affirmative action, because I am going to be coming back to you on your government's record in hiring.

Where do you stand on the group home policy? You have a wonderful line in here about being responsible for advocating that policy, but I do not see any change in your group home policy from that of the Tories: voluntary involvement by the municipalities in a not badly designed bylaw that can be picked up if they choose to opt in.

Given the problem we have with the lack of appropriate, supportive housing, where do you stand as an individual minister on changing that policy to make it mandatory, to have it put into all the land use plans of all the municipalities of Ontario, and what effect are you having on the ministry involved to get it to change it?

As you can gather from the tone of all this, what I am coming to is, what is the difference between what you are doing and what the old secretariats we had under the Tories did, which was nothing? They had no power over the line ministries. Basically, they just went around giving out a few cheques here and there, giving the particular secretary, whether it was Margaret Birch, Gordon Dean or whoever, a bit of publicity.

I am speaking as the critic for the Ministry of Community and Social Services as well as the spokesman on the disabled. I want to see results. I want to know your problems with these guys. I want to know where the tie-ups are so I can push them as well. My view of your job is that you should be an advocate. That is why I want to know where you stand on these things. If you are not willing to stand out in front of your government and its line ministries on these issues at this point, I want to know why not. In that case, what is the use of having you there? Surely that has to be your function.

Let us look at the work incentive program. Mr. Cousens and I asked questions about the Win program in the estimates of the Ministry of Community and Social Services. We discovered that it is quite successful, even though it is incredibly punishing in tax terms for family benefit moms. This huge desire to work that everybody has means that 70 per cent of them stay out in the job market and are no longer dependent on family benefits after having been on the program. However, 47 per cent of the people who are disabled and are on the program—it is a tiny proportion, only 600 of the sample of 4,000; I am using round figures, but they are approximately right—end up back on family benefits, end up not being able to make it.

Obviously, Win is not appropriately designed to help disabled people on Gains-D to get and stay employed. What have you specifically advocated to change that program? What is the problem with the Ministry of Community and Social Services? Tell us. We want to be your allies in this. This is a function we can all assist with.

Mr. Cousens mentioned that access to public transportation is an important issue. I remember raising this in 1980, I think it was, with the minister, who, as I recall was Mr. Snow, when they were planning the new light rail transit to Scarborough. I asked, "Is this not time to make this fully accessible, when we are constructing it?" It was a one per cent increase to make it accessible and the government said no. We opened up a system that Beryl Potter can tell you about because she was out there the day it opened with her placards, fighting as usual for these things through action awareness. It is totally inaccessible to handicapped people in wheelchairs.

I put to the critic for the Tory party that his party's policy for years was a separate system, with a Wheel-Trans kind of thing as the base. Is that your position? If it is not, what are you advocating with the Minister of Transportation and Communications (Mr. Fulton) to make our transportation systems as accessible to the handicapped as possible so that Wheel-Trans becomes a very specialized kind of assistance for the few instead of total reliance of all the handicapped. I would like to know that. The philosophical question of which way we go has major economic impacts, not only on the budgets of governments but also on the pockets of people.

The difference between trying to be a working disabled person using Wheel-Trans versus being able to use an accessible public transit system is

enormous. I remind people that when the old tube system in England was developed at the turn of the century, it was able to make itself accessible to the handicapped, partly because they did not have that wonderful development, escalators, and had only lifts. It started back then; and we cannot do it now? I would like to know where you stand on that policy.

We will come back to vocational rehabilitation services and other matters. I gather they will be raised by the Conservative critic as well in his comments.

17:40

A couple of days ago I raised with the Minister of Revenue (Mr. Nixon) the issue of where he stands on the notion of spreading the property tax grants that are available to seniors and making them available to disabled people who have their own homes. Where do you stand on that issue? Are you advocating this to the Minister of Revenue? When I raised it with him, it seemed as though it was the first time he had ever heard the idea, and I would like to know why. It is something I have heard from disabled home owners for many years. I will be coming back to you on the whole question of home renovations as well, as we get into this a bit more.

Not to defeat my own opening point about the excessive time taken on things—and I took an hour and a half on the Ministry of Community and Social Services for opening comments, without notes—I will cut my comments short at this point. However, I worry about the credibility of yourself and the government on these issues if there is not some clear indication soon about your advocacy role and your capacity to force action. We do not see it in your budget because of the way line ministries work. I think "encourage" was the verb you used somewhere in your statement about the ministry's ability to enforce action on policy matters along the lines I have been talking about.

I think you are going to find a real problem with the disabled community on it. Its expectations are high. You cannot use the kind of language you are using here unless you intend to do something about it and have the power to do it.

You are saying to people that it is going to happen within this decade, which ends in 1992. We were so slow to get involved in it that there is only a six-year period for us to do all the things we are supposed to do in a decade, but you are raising huge expectations for those people. I want to know how you see getting the power to be able to bring those things about.

There are a few small things I would like to know about. One of them is, in terms of the community action fund, can you give us some idea who has been funded to this point and the amounts of money for each of the groups involved? In a mischievous fashion, going back to this whole question of photographs, is it true this brochure went out to agencies around the province, which does not have a picture of you in it, I might say, but with an eight by 10 glossy of you provided to all these agencies? If so, what was the cost of that? I would really like to know.

Hon. Mr. Ruprecht: Do you mean this?

Mr. R. F. Johnston: Yes. I was told it was a community action fund. If that is the case, I wonder if that is the most appropriate use of your time. I will come back to other matters as we go through line by line, but those are my opening remarks.

The Vice-Chairman: Thank you, Mr. Johnston. Minister, do you have some responses to the statements?

Hon. Mr. Ruprecht: Yes. I think it might be appropriate to find out how best to proceed at this time. Do you wish me to begin my response or to start the response the next time we meet, looking at the time element? It is 5:45 p.m.

The Vice-Chairman: There were some general observations both critics made, and they would probably appreciate some general response from you. It may not be appropriate to get involved instantly in line-by-line votes. If you would do that for a few minutes, then perhaps we could break and begin the line-by-line discussions at the next meeting. Would that suit the critics?

Mr. R. F. Johnston: If he is up to it. I also wanted to give him a health break, if he wants, and leave that until when we come back. It is up to him.

Hon. Mr. Ruprecht: We can begin this process and then get into more detailed discussion with the help of my very able staff.

Mr. Cousens: I am easy.

Hon. Mr. Ruprecht: I presume we have introduced them.

The Vice-Chairman: Yes.

Hon. Mr. Ruprecht: First, let me say I appreciate your comments, inasmuch as I agree with what Mr. Cousens said earlier, namely, that in this business of expanding the rights of the disabled community, I do not think we are apart in our general concerns. No matter what party you want to flag or flog, essentially we all agree

the goals we have identified and, as Mr. Cousens said earlier, the previous government identified are admirable ones.

In the history of Ontario, I am the first Minister without Portfolio responsible for disabled persons. This is not only a symbolic gesture by the Premier of starting some new initiatives, but it is also beginning to take seriously working for disabled people. I am not saying the previous administration was not serious. I am indicating it took the previous administration a hell of a long time to get around to it.

Mr. Cousens, you will realize that although you and I have been here since 1981—we were elected at the same time—the Decade of the Disabled Persons had already started three years before we even made the announcement. Sometimes it was tough even in symbolic terms to make that type of a commitment. You should probably remain open to some of the criticism. There was not much progress happening on the whole front of disabled issues, although I must admit that some progress had been instituted. If you can call baby steps significant, I would say they were fairly significant baby steps. Nevertheless, they were baby steps.

I am not here to point out that we are much better than the previous administration. I say to both of you that I take your comments as not only representing your parties in that your job is to criticize, but also, to some degree, as us being in the same business of finding out how we can encourage the line ministries and the whole gamut or monolith of government into action, which will then somehow create the opportunities all of us are striving for.

As you quite correctly pointed out earlier, this will take some doing. It is not that one or another minister is in the business of opposing these changes; neither are you, Mr. Cousens. You have no problem understanding that there are huge budgets and there are even larger demands. The demands in each ministry will have to be balanced and looked at in the framework of all the demands. Therefore, I am not able to tell you that we are pushing one minister more than another minister or that we are prodding one ministry more than another ministry. Being in government, I think you realize that it is a very co-operative effort.

Mr. Cousens: On a point of order, Mr. Chairman: The Conservative government of 1981 did endorse the United Nations resolution. I do not have the exact date. Given the facts and figures, the date Mr. Ruprecht just gave is not correct.

Hon. Mr. Ruprecht: I am sorry, I missed that.

Mr. Cousens: You indicated it was two or three years later before there was an endorsement of the United Nations resolution.

Hon. Mr. Ruprecht: Before the proclamation was made.

Mr. Cousens: It was endorsed by the government in 1981.

Mr. R. F. Johnston: There was an announcement, as I recall.

Mr. Cousens: Do not take credit or take it away. We are more interested in what you are going to do and how you are doing it.

Hon. Mr. Ruprecht: I am simply saying you also have to give me the opportunity to respond in the fashion I see as effective. You had to check that right away to see how you wanted to defend your government's position. We do not have to get into a specific argument on this. By pointing out the example that the proclamation was not made, I am saying the issue for disabled people was not as highlighted as it is under this administration with the Premier taking a special interest in disabled issues. That is the only reason I mention it.

17:50

Mr. Cousens: If you want to get into that tone, then we will. I am not at all pleased with your remarks. Get ready for more.

Hon. Mr. Ruprecht: Mr. Cousens, that may be right. All I am saying—

Mr. Cousens: You are being very offensive.

The Vice-Chairman: The minister will proceed with his statement. Strictly speaking, that is not a point of order, Mr. Cousens.

Hon. Mr. Ruprecht: I want to address myself to the point both of you have raised about the budget and how it relates to the hours allocated to these estimates. To be quite honest, Mr. Johnston, you have pointed out that the total budget is \$1.76 or \$1.8 million. As the major critic for your party, you saw fit to take that many hours for the estimates in this secretariat. When you compare the actual moneys and the impact of your statement to a line and/or line ministries and how much influence one could have with the different ministers with respect to allocating funds and tossing about specifics of policy etc., you have chosen this one.

I do not deny the hours. Between either the party leaders or the House leaders or between Mr. Cousens and you, you have decided to take 10 hours to look at the budget and make

statements concerning essentially \$1.8 million. You must not fault us for mentioning that. In comparison to the budgets which are decidedly significant with respect to helping the disabled along with the other communities and groups seeking help and aid, the balance seems out of proportion.

Mr. R. F. Johnston: I do not have a problem with the 10 hours. Let us be clear. If I might correct the record, I was talking about opening statements, not the hours. I was even willing to have less than 10 hours, but that is another matter. That is very appropriate for the kind of questioning that goes back and forth. As you know, we do not have a chance in the House or any other system to have 10 hours to go through the various ramifications of your ministry. I was mostly talking about the time it took to have the opening statement. I was being playful as you might have noticed. I often am.

Hon. Mr. Ruprecht: If I could address myself to both of you, but especially to Mr. Cousens, since he had indicated the financial request of the allocations made to the Rick Hansen Man in Motion tour, you said this was especially relevant today, November 6, as we have just declared Rick Hansen Man in Motion Week. That was part of your first point. I have asked my staff to furnish me with a list of the contributions made in other provinces before Rick Hansen arrived in Ontario. In turn, I will give it to you. Do we have that at this point? Looking at the contributions, we have found that \$100,000 was by far the most significant amount.

Mr. Cousens: It was more than the other five provinces.

Hon. Mr. Ruprecht: It is more than the other five provinces. He has come through five provinces.

Mr. Cousens: But not more than the last time, when Terry Fox was here, though.

Hon. Mr. Ruprecht: No. I agree with you.

Mr. Cousens: That is when he was the farthest.

Hon. Mr. Ruprecht: No, I agree with you that Terry Fox did receive \$1 million. I must confess I do not know, and perhaps you do not know, all the ins and outs that were involved in that decision.

Mr. Cousens: I do. I asked Dennis Timbrell today. He pressed for it and he got it. Did you press for it?

Hon. Mr. Ruprecht: I pressed for the money that we did get. I find myself always in a position

of pressing. That is my role. As our colleague Mr. Johnston would say, at least part of my role would be as an advocate. Sure, we pressed with it. You should not construe it in political terms and derive that there was no willingness by the government to give money.

However, I wanted to straighten out one fact. The total amount for Rick Hansen is not just the \$100,000 that was in my announcement in October. You pointed out that \$35,000 was given through Lottario, and then the secretariat—correct me if I am wrong—gave another \$35,000 to offset the cost of the provincial co-ordinator of the Man in Motion tour.

Mr. Sauv : That is not quite right.

Hon. Mr. Ruprecht: Not quite right?

Mr. Sauv : The \$35,000 was a joint contribution from Wintario and our community action fund to help the Man in Motion tour organize the Ontario portion of what Rick Hansen was up to. The other amount you referred to was to help us at the secretariat and your office to cover the expenses of the reception in Ottawa, the events at Queen's Park and printing and distribution of the poster on Rick Hansen, etc.

Hon. Mr. Ruprecht: Thank you. If you are talking about the specifics of the money, you may say either at least \$170,000 was given or you may not say that if, for instance, the cost of some of the items provided is excluded.

I wanted to set the record straight on the actual dollar amounts that went into helping the tour to be successful. We would like to put a figure of \$170,000 on it. That does not come close to what you are recommending. I suggest you are thinking of putting more money in. Another million dollars? Was that your—

Mr. Cousens: I find what you are saying now surprising in the extreme. To me it is an opportunity; it has been there and there has been a precedent. I find it a great surprise that you were not able to ask for more, knowing that in comparing him to Terry Fox, at least there would be a parallel, precedent and facility.

The funds are there within Wintario. Anyone buying Wintario tickets would say, "Golly, am I ever glad to see that? That is my help for spinal research." I have made my point. It sits on the record.

Hon. Mr. Ruprecht: I know you made that point, but I would like to know how much you would like to give to other worthy causes. I am talking about the process here. I am not saying we should fund cancer more than spinal research or whatever worthy causes there are, but what do you do? Should there be a capricious decision to set up a formula? Should some people who seem to be successful be funded and not others who seem unsuccessful? How is it set up? Should it be judged by public reaction? It is a legitimate question.

Mr. Cousens: It is a good question and I am glad it is being asked. I would be glad to help work the answer through, because so rarely in the life of our country and our province have we seen people step into the province with the character, commitment and motivation of Terry Fox and now Rick Hansen. It is pretty easy to identify those occasions. We are talking about one right now. To me the response of a government is through its investment. We passed the hat around in our caucus and it was the largest amount raised for anything. It is the way the province does it.

It is a matter of setting priorities, and that is one of the reasons estimates are there. We want to help the government establish priorities and raise its sights to a more meaningful level.

Hon. Mr. Ruprecht: You are trying to be helpful, but I have to ask, when Richard Beecroft comes by—and he just came by five weeks ago—will he be given \$1 million or \$500,000? What are the criteria? I am looking quite openly to you for guidance. I do not know.

Mr. Vice-Chairman: We are left hanging in suspense. It is now six o'clock.

The committee adjourned at 6:01 p.m.

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Allen, R., Vice-Chairman (Hamilton West NDP)
Cousens, W. D. (York Centre PC)
Johnston, R. F., Chairman (Scarborough West NDP)
Newman, B. (Windsor-Walkerville L)

Witnesses:**From the Secretariat for Disabled Persons:**

Ruprecht, Hon. T., Minister without Portfolio (Parkdale L)
Sauvé, C., Senior Adviser



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office Responsible for Disabled Persons

Second Session, 33rd Parliament

Thursday, November 13, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, November 13, 1986

The committee met at 3:30 p.m. in committee room 1.

ESTIMATES, OFFICE RESPONSIBLE FOR DISABLED PERSONS (continued)

On vote 3201, Office Responsible for Disabled Persons program; item 1, main office:

Mr. Cousens: I would like to touch on some of the very general principles around the role of the office of the Minister without Portfolio responsible for disabled persons vis-à-vis the Ontario Advisory Council on Senior Citizens. Can the minister expand on his relationship with that group?

Hon. Mr. Ruprecht: I have some responses to the questions you asked the last time we met; in fact, that was one of the first questions you and the chairman asked.

Mr. Cousens: That is great. Do you have copies for us?

Hon. Mr. Ruprecht: If you do not mind, I will just talk about it.

Mr. Cousens: That is fine.

Hon. Mr. Ruprecht: Let me start to respond to your questions. You talked about my role as minister responsible for disabled persons and the responsibilities of my office; that falls in line with what you are saying now. Then there are the other questions you raised during the last session.

The functions of the office are the policy function, the information function, the awareness function and the community liaison function. In terms of the policy of the office, I am here to co-ordinate the policies and programs which support the principle of full equality of participation in all aspects of social and economic life.

We monitor ministry activities and initiate action on identified options for dealing with issues and concerns that cross traditional ministers' lines of responsibility. Some examples are the amendment to the Ontario Building Code, the repeal of clause 16(1)(a) of the Ontario Human Rights Code and the recognition of transportation as a crucial issue; which you want to have answers to, you asked questions about those previously.

Essentially, I am indicating that I am co-ordinating and following up on issues of concern

that cross the traditional ministries. From what you told me in your opening statement at our last meeting, what you would like the office to do in matters of policy is to act as a prod or encouragement to the line ministries.

In matters of information, let me introduce you to Gerald Clarke, who is manager of information services. Gerry is right there and has done a terrific job. Gerry Clarke is the good-looking man who looks like you and me; he has a lot in common with us. He did an excellent job when Rick Hansen left the Legislature yesterday at eight o'clock in the morning; it was very cold and Gerry was there with his hat on. I hope he did not catch what I have, because it is going to take 42 years to get rid of it.

Mr. Cousens: That is a bad one.

Hon. Mr. Ruprecht: It is a long time.

In matters of information, the office acts as a central information source for government policies and programs. Many calls are received from members' offices, and the information is passed along to constituents. We all have an important role to play in responding to information requests, whether or not they are constituency based, and your offices provide this role. The average number of calls we are handling has increased to 200 a month. This speaks to the necessity for this office to provide the information. I think most MPPs' offices consider this to be an important resource to answer inquiries satisfactorily.

In the other area of awareness, the Office Responsible for Disabled Persons identified opportunities of a corporate nature to increase the public's awareness of the abilities and needs of disabled persons. Specific examples include the awards of the Premier (Mr. Peterson) for accessibility, which are coming up this month. That is in the area of awareness. There is also Beryl Potter's tour of the schools.

Let me give you one example of how effective the awareness part of it is, especially with Beryl Potter. One principal wrote:

"My first insight into the impact which your presentation had on our students occurred around four o'clock on Friday when a teacher spoke to me for about 20 minutes, with great intensity, on your presentation. The truly remarkable thing about that discussion was that the teacher had not

attended your presentation but had been absolutely fascinated by the reaction of those students who came to his class after your presentation. His lesson went out the window and real learning began."

In terms of the awareness area, it seems to be working pretty well. There is more to be done, but that is one part of the obligations of the office.

In matters of community liaison, which is the third aspect of responsibility, the office maintains good relationships with the Ontario Advisory Council on the Physically Handicapped, an organization of and for disabled persons.

I returned earlier this week from the first conference of disabled women, held at Lake Couchiching, Geneva Park, where a wide range of issues of central importance to women were discussed. It is a priority area and I was able to support them not only through my participation but also through financial assistance. We provided \$20,000.

My community contact is not limited to the above but extends to attendance and participation at annual meetings, seminars, small groups and any time organizations for the disabled feel it would be useful to get together, whether it is to talk about a single issue or to debate a wide array of issues.

I am pleased to note that both critics are complimentary of the work we are doing in this area. I believe the community liaison function is important. It gives the community a chance to express its viewpoints to government and, in turn, allows me and my office to educate the community about the government's direction on a number of different fronts.

Members of the disabled community are constantly asking for information on a number of fronts. We are pleased to provide that information in the belief that an educated community is one that can better represent itself and its point of view to the government.

It is important to understand that the Office Responsible for Disabled Persons is not the only one organized in the way I have just described. In general, the concerns of special-needs groups have been organized this way, including the Ontario women's directorate, the Office Responsible for Francophone Affairs and the Office Responsible for Senior Citizens Affairs. These offices, as ours, act as a central information source and advocate, internal to government, for the needs of their client population.

I suppose a reorganization of government along the lines of different planning groups having different ministries to represent their

interests would be possible, but then you would have a ministry for disabled persons, a ministry for senior citizens, a ministry for natives, a ministry for women, a minister for visible minorities and so on. Within each ministry there would be all the programs and policies which would affect that client population. I would have serious concerns if government were organized in this way.

In the first place, there would be tremendous duplication of programs. Each ministry would have a vocational rehabilitation branch or an income maintenance branch serving the needs of its own population. I think you would be concerned about the overlap and the fragmentation of issues, and you would be right. I think the special-needs populations would be concerned as well. The disabled community wants integration in regular systems, not separation or ghettoization.

We would all agree that client populations have concerns that cross ministerial lines. This government has made the decision that concerns will be addressed at a corporate level via a central co-ordinating agency.

15:40

You asked the question of how this new organization differs from the secretariat of the old one. There are major differences. First, the old secretariat had a mandate that focused primarily on policy co-ordination with less emphasis on advocacy.

It is too bad Mr. Johnston is not here because he too raised the whole question of advocacy.

The commitment to disabled persons can be measured by the Premier creating a new minister specifically responsible for dealing with the issues and needs facing this population.

At the dissolution of the old secretariat for social development, the services being offered in the disabled-persons area related to the provision of information and some basic awareness functions. There was never a focus or emphasis on policy. Today we have a policy unit that has been recently expanded with respect to staff following a specific request from the Premier that policy along with awareness be a focus of the activity.

I have been asked whether I consider my activity includes responsibility for advocacy. Different definitions could be given for this word but advocacy in the public sector can only be undertaken in one of two ways: (1) public advocacy whereby communities in society are challenged and mobilized to effect changes; or (2) pressing for change within the structure or system in accordance with prevailing rules. Both

approaches can work in tandem but not necessarily in concert.

In our system, the cabinet is supreme. Its confidentiality cannot be breached. Let me assure you that I advocate extensively within that structure on behalf of disabled persons. We push for movement in the full integration of disabled persons in the mainstream of society.

I have had input and have advocated on behalf of disabled persons on a whole range of issues, including the amendments to the Ontario Building Code. You can see our stamp on this. The repeal of clause 16(1)(a) of the Ontario Human Rights Code; the recognition of transportation as a critical and crucial issue for disabled persons; the inclusion of an access policy in the Ontario training strategy; the establishment of an adult basic literacy committee that included the needs of learning-disabled adults; the push for the development of an employment equity and job accommodation policy; internal government census that would measure the participation of disabled in the public service; and the inclusion of disabled persons as one of the targets in the new venture capital program recently announced by the Ministry of Industry, Trade and Technology.

I am not saying I have full responsibility for all of the above but I am responsible for ensuring all of these programs and policies reflect a disability perspective. In my terms, that is acting as an advocate within the system for the needs of disabled persons.

I am not responsible for programs and program implementation; that is the responsibility of line ministries, but I do not consider it inappropriate to call for changes in programs run by line ministers. I do this on a regular basis. For example, members of the disabled community raised concerns about the application of criteria in the outreach attendant care program, which was mentioned. I will say more about that later.

I raised these concerns with the Minister of Community and Social Services (Mr. Sweeney) and his ministry. The result has been a more flexible program that the community is more comfortable with. The community also suggested there were problems with the parking permit program. I wrote to the—

Mr. Cousens: Which was that; the one you just described?

Hon. Mr. Ruprecht: That is the parking problem. We wrote to the Minister of Transportation and Communications (Mr. Fulton) expressing these concerns, and as a result he is

reviewing the program and we are expecting changes for implementation in early 1987.

You asked whether I speak on behalf of the disabled; I have answered that in the system, where the community often does not have the opportunity to present itself, such as in cabinet, then I do. The community would agree that I have intervened on its behalf on many occasions.

Mr. Johnston raised the Advocacy Resource Centre for the Handicapped and David Baker as having responsibility for forcing government to act and bring government programs in line with the charter. I agree that ARCH and other advocacy organizations are doing a good job on raising issues.

Organizations such as ARCH would say I have intervened in issues they have raised and I have been of assistance in moving towards solutions. They see me as an advocate on their behalf within the system.

A few years ago, prior to 1981—that is, prior to our election—the previous government always spoke for the community, but the disabled community never spoke for itself and it was not permitted to speak on its own behalf. Today I do that in forums where the community does not have entry, such as in the cabinet; in other situations it is important for the community to do it on its own behalf.

I have created many situations in which the community has had the opportunity to speak to the ministers or civil servants responsible and make its own case. This is within the spirit of the proclamation of the Decade of Disabled Persons to promote the full participation of disabled persons. This includes the movement away from the paternalistic approach of telling the world what disabled persons want. Let them tell the story themselves.

I have to add that the demands I make or those made by the community cannot always be realized, at least not in the short term. Undoubtedly, the Charter of Rights and Freedoms is the major impetus for reform and re-evaluation. Regarding the Ontario Building Code and accessibility to buildings and the transportation system, we are taking the initiative in bringing our practices into compliance with the charter and not waiting for the courts to force us to do so. It is also our responsibility to balance competing demands and make decisions based on fiscal realities.

Ministries such as the Ministry of Community and Social Services or the Ministry of Health have big budgets—budgets of more than \$1.75 million—as opposed to the smaller budgets we are

dealing with here. Demands for this money always exceed the supply, as do our requests. All the demands from all the special-needs populations are worthy of attention, but it would be naive to assume that all of them can be met.

In the disabled persons area, we now have a policy framework to guide us; namely, the proclamation of the Decade of Disabled Persons. The principles of the proclamation help establish our priorities for action and spending. The goal is to promote full and equal participation of disabled persons and we will continue to push for programs and policies that help us move towards this goal.

We also have a strategic plan that guides us and guides the cabinet committee on social policy. You asked me what our five priorities were at the last meeting. You also asked about our strategic plan. The guide word of this plan is equity: equity in employment, equity in transportation, equity in income maintenance, equity in budgeting the provincial legislation in line with the Charter of Rights and Freedoms, and equity in providing access in general to society's goods, services and facilities to all of us, including disabled persons.

Having said that, our priority would be employment equity. This is an issue we continue to pursue, and plan to do so until a policy and a program are in place.

15:50

Transportation has been identified by the Ontario Advisory Council on the Physically Handicapped as its target issue for the year. I am looking forward to its advice on how we should proceed. Truly, this is a crucial issue if disabled persons are to participate fully in society. We are participating in a number of committees on this issue and plan to continue to present the disabled community's perspective.

Income maintenance: the recent increases are not considered an answer to the income maintenance issue. It is hoped that the review of the social assistance system under Judge George Thomson will result in an overhaul of the system and greater comparability between the guaranteed annual income system for the aged and guaranteed annual income system for the disabled, as you indicated at the last meeting.

This is another situation where disabled persons have been encouraged to represent their own viewpoint as opposed to us saying what their needs are. We are the advocate and we are pushing. There is a representative from the organized disabled community on the committee itself, John Southern from the Blind Organiza-

tion of Ontario with Self-help Tactics. In addition, other organizations will be making submissions to the committee. We are encouraging the community to make its own views on the situation known.

Legislation: in line with the charter, we have been pleased to see a number of issues faced by the community included in Bill 7, the Equality Rights Statute Law Amendment Act. We have intervened on the community's behalf on a number of these issues, including the repeal of subsection 16(1) of the Ontario Human Rights Code. We have generally covered the Occupational Health and Safety Act. We repealed the less-than-minimum-wage permits. We have also had an active role in drafting regulations for the new subsection 16(1a) of the Human Rights Code which would meet the needs of disabled persons. We are currently arranging for these regulations to be reviewed by the committee itself and by the general community.

Access: we continually push for greater access for disabled persons to all of society's goods, services and facilities. Activities have included everything from advocating an amendment to the building code to making sure appropriate access to the Legislature is provided. That, too, was one of the items you brought up at the previous meeting. We intend to continue to push for access wherever possible.

I have taken time to respond to your question—the first one you asked—about my role and responsibilities and that on the Office Responsible for Disabled Persons. These questions are important. You also asked a number of more specific questions on vocational rehabilitation services. For instance, you asked me about my intention on the whole issue of assistive devices; when are the target dates going to be set? You asked about the sufficiency of appropriate housing and income maintenance, Gains-D, accessible transportation and the building code.

Let us look at the first one, whether it was necessary to establish the secretariat and the information part. "Why are you providing the service; why is this necessary?" That was the direct question you asked me, Mr. Cousens. I have indicated to you in my preliminary response that we are receiving many incoming calls. There are many community-based organizations that need to have more information. We are receiving calls, as you know, from your own offices. We are, in a way, familiarizing many of your office staff with many of the programs that have been instituted. There is a whole range of programs on which we have been questioned, from family

benefits allowance to vocational rehabilitation services and the Ontario health insurance plan.

The secretariat staff also maintains a network of contacts with the federal and provincial departments and ministries. To do away with the information aspect of our secretariat would not provide the types of services you have been accustomed to receiving through your constituency staff, and we would not be able to maintain our contacts and networks of contacts within the federal and provincial departments and ministries. Therefore, I think it is very essential.

What about the question on the vocational rehabilitation program? You have indicated it needs overhauling. What are we doing about this? I think Mr. Johnston indicated a similar question on the vocational rehabilitation program. We are working on this issue in co-operation with the Minister of Community and Social Services (Mr. Sweeney), who is the minister responsible for the administration of this program.

During consideration of the estimates of the Ministry of Community and Social Services in June 1986, the minister announced he would completely review the vocational rehabilitation services. It will be done within this fiscal year and will include the reassessment of its function. I am sure you and I were supportive of this review taking place. I do not have the results. We will have to leave it up to the Minister of Community and Social Services.

Essentially, I am sure you will agree that VRS has been effective to some degree. The program helps people to obtain jobs. It is not as effective as it should be, and that is why the program will be overhauled. However, it was one attempt by the previous administration to create employment and to place people in a program where they could try to get employment and gain knowledge of ways to find jobs.

You asked about the next stages of the assistive devices program.

Mr. R. F. Johnston: Let us just stick with one. What stage is Mr. Sweeney's review at, and what is your involvement with it?

Hon. Mr. Ruprecht: At this time?

Mr. R. F. Johnston: Yes.

Hon. Mr. Ruprecht: As far as we know, Mr. Sweeney is reviewing the program.

Mr. R. F. Johnston: As far as you know?

Hon. Mr. Ruprecht: Yes.

Mr. R. F. Johnston: What do you know? That is what I am asking. You are the minister responsible for disabled people. What do you

know about the status of the review? What is your involvement with that review?

Hon. Mr. Ruprecht: Mr. Sweeney is in charge of the review and the status; so it is his responsibility to—

Mr. R. F. Johnston: Are you not involved in it at all?

Hon. Mr. Ruprecht: At this point, no.

Mr. R. F. Johnston: I am beginning to wonder what the point is in even being here. We have 10 hours. I do not understand how we are going to spend 10 hours.

Mr. Cousens: I cannot believe what has gone on in the past 25 minutes. How much longer will you be reading?

Hon. Mr. Ruprecht: I am answering the questions.

Mr. Cousens: How much longer is your prepared summary going to go on?

Hon. Mr. Ruprecht: To answer your questions, you wanted to do it in a fairly freewheeling fashion; so I am trying to respond to the best of my ability.

Mr. Cousens: I would be just as glad if you circulated your prepared statement; then we could get on with some other things and go through that and be more specific with our questions. Would you be prepared to circulate that to us? You seem to have it all ready.

Hon. Mr. Ruprecht: These are my personal notes.

Mr. R. F. Johnston: Other people have copies of some of the notes.

Hon. Mr. Ruprecht: What happens here is that I make my own notes, and it is left to me how I will answer the questions you have raised. You have asked the questions, and I am quite happy to answer them to the best of my ability. That is what we are here for. If you will permit me to answer—

Mr. Cousens: I would like to have a feeling about how long you are going to go on with these answers. I have not learned anything so far that was not in your original, long presentation of 42 pages. If you could tell me how long you will be answering the questions, then we could get on with more questions to which we might get answers.

Hon. Mr. Ruprecht: If you would like to, you could stop me at any one of the questions and we could open it up at any point. I am sure you would like to get these questions answered and I am prepared to answer them. If you would like more information, let us take the assistive

devices program, for example, which is next in line.

Mr. R. F. Johnston: Let us take vocational rehabilitation services. Why is your ministry not involved? My problem is not the methodology of responding to this, although I find it long-winded; my problem is that I do not think you have any power. The nub of the question I was putting to you the first day was that you basically do not have any influence. You do not even know what is going on in the rehabilitation review. Why is your office not intricately involved in the vocational rehab review? I do not understand. Why not?

16:00

Hon. Mr. Ruprecht: Let me answer it this way. The minister is communicating with us, and he is saying this program will be under review because there are some problems with it. I have no doubt the minister and his ministry are capable of presenting recommendations to us. When he makes them, we are going to look at the recommendations. Since he is in charge of the specific program, he should have the right to make the first set of recommendations.

Mr. R. F. Johnston: You are saying the advocate's role comes in after the fact. Basically, you are saying you will not have any impact on all this until it comes to that little committee you have with Mr. Scott and the rest of you in terms of the social development sector. Then you have about the same say, maybe, as some of the other ministers will have before it goes to cabinet. This is not what you should be doing.

If there is a major program review, as there should be of vocational rehab, you should be involved in it while it is taking place to make sure there is not a bias in it that will work against the people you are advocating for. That is clear to me. It is like finding out that they are going to install a lift at the front of the building that requires somebody to let people in. They are part-way along on the production of that.

Hon. Mr. Ruprecht: We have been pretty effective in that area as well. You are being unfair when you say there will be no input by us in terms of the program changes that will come forward.

Mr. R. F. Johnston: There will be input from Mr. Scott and from other members in that little secretariat group. So what? You should be doing it in advance. Your biases should be put in there right from the beginning.

Mr. Cousens: Do you have any biases?

Hon. Mr. Ruprecht: I think you can judge whether it is effective only when the policy recommendations come out. You will see whether it is effectively serving the community. If it is not, then you can say, "You did not do your job."

Mr. R. F. Johnston: It is our job to do that; and as I see it, it is your job to be creating this stuff with the Ministry of Community and Social Services and not letting the ministry do it by itself. What is the point of having you guys? Why not just have a group of cabinet ministers around and bring in the advisory council to advise it about what is being done? What is the point of your office?

Mr. Cousens: What things need to be overhauled and changed? Mr. Johnston has raised an outstanding point. What would be your agenda for change there right now?

Hon. Mr. Ruprecht: In the area of vocational rehabilitation services I want to make two points. First, not every program that needs to be changed or overhauled comes up in this specific way. I go back to this business of the stair glide, for instance; we do not have to wait for anyone to provide some input. This whole government has worked on the basis of co-operation. In some areas—in this one, for instance—we can afford to wait until we get some of the recommendations. In others, we have input immediately from the beginning because we are the advocate of change for a specific program.

Mr. R. F. Johnston: Do you realize how many new cases were introduced in vocational rehab last year? Do you have that stat? I know the stat off the top of my head. There were about 9,000 new cases last year, and maybe even more than that; yet at this point you cannot tell Mr. Cousens how you would like to see vocational rehab changed to serve those people better. Do you, the minister responsible for disabled people, not want to have input at the very beginning in terms of how they would overhaul this program? Do you not have opinions on this?

Hon. Mr. Ruprecht: Hang on a second. What was my basic point? My basic point was that there are different ways of inputting the program and the process: at the cabinet level, at the committee level and at the beginning. Simply to say it is all going to work this way, with the lead minister as in this specific case of VRS, is not fair.

Mr. Cousens: Do you have any ideas of what you would like to see in VRS? That is another way of putting the same question.

Hon. Mr. Ruprecht: Sure, we have some ideas.

Mr. Cousens: Could you tell us what they are?

Hon. Mr. Ruprecht: That would not be the best way to handle it. I have to leave the flexibility to the Minister of Community and Social Services and his ministry to present the recommendations to us and to go through the process. I am quite able and willing to accept that process in this case. You cannot judge the program by what we are doing at the beginning, at the end and in the middle. You should be able to judge it when the recommendations come out.

Mr. R. F. Johnston: We can judge John Sweeney; we do not have to judge you. It is Sweeney's ball game and you guys are irrelevant. That is what I am learning from all this. Essentially, you are admitting you are an irrelevant factor, and I am supposed to spend 10 hours here to find that out. Let us have the vote on the \$1.7 million right now. You can do your public relations, present your programs and awards and go about your business. I will ask Mr. Sweeney about vocational rehabilitation, I will ask the Minister of Health (Mr. Elston) about homes for special care, I will ask the Minister of Labour (Mr. Wrye) about labour and I will forget you exist.

Hon. Mr. Ruprecht: You know my responsibilities for programs. I am not in charge of supervising each program. I am not in charge of how the money is being spent. You may have a point. If you have specific questions in terms of the administration of these programs, you are right.

Mr. R. F. Johnston: We want to know your views on them and your impact on them. We are finding that in one of them—the only major rehabilitation program that exists in Ontario outside the Workers' Compensation Board—where there is a major review going on, you have no input into its overhaul and you are not able to express any opinions to us directly over how you think it should be overhauled. Then you tell me as a critic that I should be spending my time here. Why should I? Let us have the vote now and get it over with. I will pose my questions to the ministers who are going to take the action on this.

Mr. Cousens: I would like to see whether this is true right across the line. I agree with Mr. Johnston. I would like to see whether the situation is the same in other areas that affect the disabled. If there is some area where Mr.

Ruprecht can help us, I will be pleased to find out what that is.

Because I do not think anything is going to come from our questions on the VRS, I have some questions on transportation which you touched on earlier. Maybe I could see what influence you have there. Do you have any idea how many people have been turned down for Wheel-Trans service in Toronto?

Hon. Mr. Ruprecht: We can get that information to you.

Mr. Cousens: I have it. In 1985, 182,929 requests were turned down. Another 300 people are on the waiting list for Wheel-Trans. What are you doing to address this?

Hon. Mr. Ruprecht: As you know, we have established an interministerial committee on transportation under the lead responsibility of the Ministry of Transportation and Communications, as it should be. The committee that was struck will be exploring the various options and will be coming up with a policy on equal access.

16:10

Mr. Cousens: Are you on that committee?

Hon. Mr. Ruprecht: Yes. I will give you an example of some of our input and what we do. I am not here to tell you that we are the most wonderful body of people and that we have all kinds of influence, but in terms of the Wheel-Trans strike, the disabled community called my office and indicated we should try to take an advocacy role and do something about the strike. We met with a good representative sampling of the disabled community and with the Minister of Labour; we listened to them. Within a very few short days, the strike was over.

Mr. R. F. Johnston: Come on, Tony. The government of Ontario has actually ended transit strikes in this province before they even happened when it thought it was in their interest because of visiting dignitaries. The rush to end this strike was unseemly as well. Those employees are still not paid what a regular TTC driver is paid. A lot of the disabled were calling and saying they felt their guys were as valuable as any of the other TTC drivers because they give more assistance, etc. They did not want the workers sacrificed in it as well.

There is nothing extraordinary about how quickly the government moved in this strike. Previously they moved even before one happened.

Hon. Mr. Ruprecht: You asked whether I am tied in with the disabled community in any way and what I am doing about certain issues. In

terms of this one, we met, we communicated with the Minister of Labour and we acted. The response we received was quite clear: the strike had to come to an end.

Mr. Cousens: What are you doing right now to push for improvements in the Wheel-Trans system for the 14,000 disabled people who use that service? What are you pushing for? What are your goals and expectations?

Hon. Mr. Ruprecht: A broad, strategic program has to be developed for better transportation service for disabled people. We thought the best way to handle it was to establish the interministerial committee. Recommendations will be made within the committee. The Ontario Advisory Council on the Physically Handicapped will have its input and we will see where we should put the emphasis.

Even within the disabled community, some voices have argued that a parallel transportation system should be increased so that the increased services are in Wheel-Trans; that is, you do not increase services on the TTC. There should not be a comprehensive program on an integrated basis but there should be a parallel transportation service.

We are taking all these voices into consideration and are currently looking at the overall transportation issue.

Mr. Cousens: How many meetings have you had on this? Have you had any meetings?

Hon. Mr. Ruprecht: I was at one; there may have been two meetings by now.

Mr. Cousens: When do you hope to have your study completed?

Hon. Mr. Ruprecht: In 1987.

Mr. Cousens: I still do not understand what you expect. You are talking about expanded hours and a more spontaneous and flexible system. I do not see where you are going. How many more dollars do you see going into Wheel-Trans? How much more effort? What are some of the real goals and objectives that you have for it? Is there anything written down on the objectives of this committee? Do you keep minutes?

Mr. Sauvé: The committee is basically a staff committee that meets with the ministers on occasion for some guidance. The primary issue that is being looked at is whether the public transportation system should be integrated, whether we should stick with the parallel system for the disabled community, or whether there should be a balance between the two of some integration and a parallel system.

Initially, this was in response to the decision taken by Metropolitan Toronto to make the new Sheppard line an integrated line. If you start at that end of the system, you have to start planning what you are going to do with the rest. We are looking at the problem not simply in Metropolitan Toronto but around the province as well.

Mr. Cousens: There is nothing to announce on your discussions about Wheel-Trans at present, though.

Hon. Mr. Ruprecht: Not at this point.

Mr. Cousens: What is your position and role in terms of funding regarding the recent Metro council decision to make the future rapid transit line along Sheppard accessible to the disabled?

Hon. Mr. Ruprecht: That is part and parcel of the study of this committee. The members of Action Awareness were successful.

Mr. Cousens: Are you involved in the Sheppard line at present?

Hon. Mr. Ruprecht: That is part and parcel of the considerations and deliberations of the committee. The essential question will be whether there will be access points at every stop or whether each transit stop will be changed, including the GO train stops.

Mr. Cousens: Do you have a position on this?

Hon. Mr. Ruprecht: That will come out of the recommendations of this committee. That is why it was instituted.

Mr. Cousens: Do you personally have a position?

Hon. Mr. Ruprecht: My position will be the position of the government.

Mr. Cousens: Are you pushing for anything?

Hon. Mr. Ruprecht: Of course.

Mr. Cousens: Do you believe in anything?

Hon. Mr. Ruprecht: Of course we are pushing for something.

Mr. Cousens: What do you want?

Hon. Mr. Ruprecht: We are pushing for a change in accessibility to transportation systems. For instance, we are pushing for accessibility even beyond the urban centres, to include all the other centres beyond Metropolitan Toronto, so we have an overall policy for all disabled people right across Ontario.

Mr. R. F. Johnston: There is a federal policy for interurban transit. Do you know what that is in terms of its responsibilities for Via, the airlines and so on? It is for full accessibility, is it not? Do you concur that it would be wise to move this to the provincial jurisdiction's transportation?

Hon. Mr. Ruprecht: What you will find is that there will be access provided. It depends on the study that will tell us where it should be done. Accessibility is one of our major goals. It is a major goal in terms of the proclamation and in terms of the whole tenet of the secretariat. Along with the principle of accessibility, you will find that we will be pushing for an accessible transportation system.

I must warn you that the figures indicate total accessibility would cost the province \$1 billion to make all the GO train stations and TTC stops accessible. However, there is a certain reasonableness within the disabled community. They are indicating that to us as well by saying, "We will be happy with a start."

Mr. R. F. Johnston: They are very reasonable, as you say. They have had nothing but an opposite program to deal with for years.

I am hearing two different things from you. On the one hand, I am hearing that it is all still wide open on whether you are going parallel or moving towards a fully accessible public system, being that is there for our federal transportation authorities. On the other hand, you now seem to be saying you are going in that direction, but it may have to go a step at a time because of the huge cost. Those are two very different things.

16:20

Hon. Mr. Ruprecht: No. I think you probably misheard what was said.

The essential argument, as some of the disabled community have indicated themselves, is that it would be wiser to include and expand the Wheel-Trans system in accessible transportation. I do not think we are talking about a totally separate system of Wheel-Trans and a totally separate system of accessible transportation. We are talking about a system of expansion in both areas. In the end, I do not think you will find an area of great disagreement.

Mr. R. F. Johnston: You are telling me we will not have just what we have now: segregated systems, one of which is inadequately financed and supported, and a public system. Now we are going to have a fully accessible public system—or one that is close to being fully accessible, or else there is no point in having it accessible—plus a much improved ancillary system. That is what you just said.

Hon. Mr. Ruprecht: I appreciate the way you are leading me on here—

Mr. R. F. Johnston: That is what you just said.

Hon. Mr. Ruprecht: Let me just indicate this to you again to make it absolutely clear. The interministerial committee has been established for the purpose of making recommendations that are coming from a number of sources. When these recommendations have been made, you will be able to applaud them or to say, "No, this is not the way to go."

I am simply saying this committee has to deal with a number of influences. One argument will be a parallel system, another will be an integrated system and still another will be a system that will be expanded on all sides. The committee will have to come up with these recommendations and changes. You asked me my particular role in this and towards what system I am leaning. I am simply indicating to you that there has been a response—

Mr. Cousens: You are leaning with the wind.

Hon. Mr. Ruprecht: I hope I am not leading with the chin. It is better to lean with the wind than to lead with the chin.

Mr. Cousens: I do not see you leaning any particular way. You do all things, but you really have not told us what you will do.

Hon. Mr. Ruprecht: What we have done—and this is the advocacy role I was trying to tell you about earlier—is to indicate to you quite clearly that we are interested in this aspect of it. We have made the initial contact with Action Awareness, because it came to us with this issue. We then contacted the Minister of Transportation and Communications (Mr. Fulton) and ministry officials, and in co-operation with the ministry, the Premier (Mr. Peterson) and the cabinet, we decided to strike an interministerial committee on transportation.

The interministerial committee on transportation has now been struck. It will have to look at the input it will be getting from the Ontario Advisory Council on the Physically Handicapped, Action Awareness, ministry officials and a whole gamut of people, and then it will have to make up its mind. I think that having all these inputs is probably the best way to do it. We have learned a lot of these things from the previous administration. It is the best way to handle this and the best way to play an advocacy role.

You asked me what I have done. That is precisely what we have done, but you are expecting me to tell you now what we are going to do. We have just struck this committee. We pushed for the committee, and we have established it. Now you are suddenly saying you expect me to tell you what the committee will

recommend before it makes a recommendation. On the one hand, you are saying we are not doing anything, and on the other hand, you are saying you want us to tell what the committee will come up with.

Mr. Cousens: The Minister of Transportation and Communications is looking at funding for accessible transportation. Can you give us an update on his review of this process? That is being done quite separately; he has a separate review going on about funding for accessible transportation. Can you give us an update on what he is doing?

Hon. Mr. Ruprecht: At this point I am not in a position to tell you what he has found. He will make that known to the committee. How can you expect me to tell you at this specific point when a committee has been established to look into it and to make its recommendations?

Mr. Cousens: You cannot give us an update at all on what he is doing?

Hon. Mr. Ruprecht: No, I cannot tell you. You have to ask the minister directly.

Mr. Cousens: The GO Transit system, which is funded 100 per cent by the province, as you said earlier, is 100 per cent inaccessible to the physically disabled. Do you have any plans to make new facilities and vehicles, scheduled for construction over the next period of time, accessible to the disabled?

Hon. Mr. Ruprecht: I wish I could be more definite and tell you the specifics. The committee was established to handle that in a comprehensive fashion, and that will be part of its deliberations.

Mr. Cousens: What is your position on making GO Transit accessible to persons in wheelchairs?

Hon. Mr. Ruprecht: I have discussed these matters with the Minister of Transportation and Communications, who along with the Premier has agreed to establish this committee to make these recommendations.

After the recommendations are there and I have been able to read the report, I will be able to tell you whether I agree with the recommendations. It is hard to say on a day-to-day basis. As you know, there are at least 30 to 40 issues that have to do directly with the administration of the line ministries. It is impossible to present you with an update on each of them unless you give me notice. If you give me notice that at the next meeting you want an update, I will communicate that to the Minister of Transportation and Communications and provide you with whatever

I can or with whatever he is able to release for you. I am willing to do that for you.

Mr. Cousens: What are you doing to improve transportation services to the disabled in rural Ontario, where the problems are more acute?

Hon. Mr. Ruprecht: The situation in rural communities has another dimension, as you indicate—sort of a low-density demand—and this is under review by the committee. The committee's recommendations for both rural and urban transit systems are comprehensive. The committee will address itself to that facet of transportation.

Mr. Cousens: Has any needs assessment of the rural disabled been carried out since your government took office?

Hon. Mr. Ruprecht: I have to find out from my adviser. Is this part of the mandate of the committee? Are we in the process of doing it?

16:30

Mr. Sauvé: I cannot answer one way or another the specific question of whether there has been a specific needs study made of the rural areas. The problems have been identified. Some options of what could be done in rural areas are being explored, but I do not know whether there has been a specific study done in any comprehensive way. That is a question the Ministry of Transportation and Communications would have to answer.

Mr. Cousens: The Toronto Transit Commission has made a proposal to build an ambitious transportation system, which it is calling Network 2011, at a cost of \$2.7 billion over the next 30 years. At present, there are no plans to make it accessible to wheelchairs. What involvement has the minister had in the development of these plans to ensure that the needs of the disabled are not ignored once again by the TTC?

Hon. Mr. Ruprecht: That is a good question. Action Awareness came to see me because of the Metro council decision to make the proposed Sheppard line accessible. That is why we have communicated with the Minister of Transportation and Communications to see what can be worked out. At that point, it was decided the committee must be struck because of the various requests and apparently differing demands of the disabled communities and the transportation users.

At this point, we are in the process of identifying all systems in North America, and this information will be submitted to the committee. There are some fairly advanced transportation systems in the United States that have all

access points available for the disabled community. Apparently, some problems have been developing with this system in other centres of North America. We are in the process of getting all the specific information to find out whether there are any hitches in these kinds of proposals.

The committee will necessarily have to address itself to the ambitious program of the TTC and Metro council. It will also address itself to the points of accessibility and whether to cover all points or some points of the GO train system. The committee's deliberations are quite comprehensive, and that will be included in the recommendations.

Mr. Cousens: Who is on the committee?

Hon. Mr. Ruprecht: Do we have a list here of who is on the committee? It is the Ministry of Transportation and Communications and some of our people.

Mr. Sauvé: Plus the Office Responsible for Senior Citizens Affairs.

Mr. Cousens: Can you name who is on the committee?

Hon. Mr. Ruprecht: Do we have it here?

Mr. Sauvé: The ones represented on the committee at this point are the Ministry of Transportation and Communications, the Office Responsible for Senior Citizens Affairs and the Office Responsible for Disabled Persons.

Mr. Cousens: Can you bring for next day the names of the people on the committee?

Mr. Sauvé: Yes.

Mr. Cousens: What is the mandate of the committee? It sounds as though it has a very important mandate. Maybe you can tell us the mandate, who has authorized the committee and what its objectives are.

Mr. Sauvé: The committee was established at the request of cabinet. Basically, its mandate is to review the needs of disabled persons in terms of all forms of transportation and to report back with options for dealing with those needs.

Mr. Cousens: Who is the chairman of the committee?

Mr. Sauvé: MTC is the lead ministry.

Mr. Cousens: You did not hear the question. Who is the chairman of the committee?

Mr. Sauvé: Richard Puccini, who is the executive director responsible for that area within the Ministry of Transportation and Communications.

Mr. Cousens: When was the committee formed?

Mr. Sauvé: In the summer.

Mr. Cousens: How many meetings has it had?

Mr. Sauvé: I do not know.

Mr. Cousens: How many has your ministry been in attendance at?

Mr. Sauvé: We have had a number of ongoing consultations and meetings with them, but I do not know exactly how many.

Mr. Cousens: Is there a written mandate for this committee?

Mr. Sauvé: There are the cabinet minutes that authorized its establishment, but as with most cabinet documents, it is confidential.

Mr. Cousens: Is it a secret committee then?

Mr. Sauvé: No; it is an internal committee. There are hundreds of them operating around the government at all times.

Mr. Cousens: Are other ministries involved besides the Office Responsible for Disabled Persons and the Ministry of Transportation and Communications?

Mr. Sauvé: The Office Responsible for Senior Citizens Affairs is also represented, and other experts and representatives are brought in as required.

Mr. Cousens: What is the committee called?

Mr. Sauvé: The interministerial committee on transportation issues.

Mr. Cousens: Are there any cabinet ministers on the committee?

Mr. Sauvé: No. It is a staff committee, but the committee gets directions from its ministers, as appropriate.

Mr. Cousens: Has there been any direction from your minister to the committee?

Mr. Sauvé: We have had regular consultations on the issues.

Mr. Cousens: Mr. Ruprecht attended one of the meetings of the committee. He said earlier he has been at the committee; so there has been some cabinet involvement.

Hon. Mr. Ruprecht: At a consultation session.

Mr. Cousens: Just to be sure, the committee is now looking at problems of the disabled within Toronto and across the province, rural and otherwise. Does it have a budget?

Mr. Sauvé: It is not an outside task force in the sense that you set it up with a budget; it is not like a royal commission or anything such as that. The budget of the committee comes out of the operating budgets of the participants.

Mr. Cousens: Are you planning to do a needs assessment of the rural disabled?

Mr. Sauvé: I cannot answer that question.

Mr. Cousens: Is it a good idea to do something such as that?

Mr. Sauvé: I would think it would be.

Mr. Cousens: Will there be any kind of interim report from this committee?

Mr. Sauvé: It will report to cabinet as requested when the task is completed.

Mr. Cousens: Does this committee cover all your concerns that relate to transportation issues that affect your ministry?

Hon. Mr. Ruprecht: What do you mean?

Mr. Cousens: Does this committee handle all the concerns your ministry would have related to the disabled and transportation issues?

Hon. Mr. Ruprecht: Yes. I would think it would address itself to the major issues to which you are referring.

Mr. Cousens: That is not the question I asked. At this point, you can say everything is in the committee as it affects your ministry.

Hon. Mr. Ruprecht: As it affects the immediate transportation issues of the province, that is correct.

Mr. Cousens: Yet you are not a member of the committee.

Hon. Mr. Ruprecht: I am providing direction. I am in touch at any time.

Mr. Cousens: I find it surprising that you are not prepared to give us any statement on your position with regard to accessibility on GO Transit, on the TTC or on the Sheppard line, and you are not aware of the details to update us on the MTC review. I would say it is a classic instance where either you are not prepared to tell us or you do not know.

Hon. Mr. Ruprecht: In all fairness, you are asking me to provide you with some statistics that the Minister of Transportation and Communications may or may not have. If it is your wish, I will take it up with him, and I will provide you with as much information as he is willing, able or ready to provide you.

16:40

Mr. Cousens: Is the TTC on this committee or represented in any way?

Hon. Mr. Ruprecht: This is an interministerial committee.

Mr. Cousens: How then do you have any input or relationship with the TTC and its

planning of its large project that is going on for 30 years?

Hon. Mr. Ruprecht: A lot of the projects the TTC has are partially financed by the province; so there will be an automatic communication. Some communications have already been addressed to the Minister of Transportation and Communications inasmuch as Metro council has made a recommendation. The issue is current, and there have been communications between the TTC and the provincial government.

You know the position the TTC has taken on some of the questions of accessibility by disabled persons. You know, for instance, that at this point the TTC may not be amenable to a totally accessible transportation system.

Mr. Cousens: Would you be prepared to recommend withdrawal of funding by the Ontario government if it did not?

Hon. Mr. Ruprecht: I would be prepared to look at the overall program of how much funding is necessary, what the future requests of the TTC are and then make a decision on it.

Mr. Cousens: Would you be prepared to support extra funding from the province for assistance to the disabled for access?

Hon. Mr. Ruprecht: At this point, I think I would. However, I would wait until the recommendations come from the committee, because the committee has input from the disabled community and from the different ministries; so I would take that to be my guide. The committee has access to a lot of the information. Once I see the information, I will be in a much better position to say to the TTC that we would like it to provide 50, 20 or two access points.

I am personally in favour of having access to public transportation provided. That is my personal position, but at this point I am not able to tell you whether it should be—

Mr. R. F. Johnston: It did not take long to get that.

Hon. Mr. Ruprecht: Pardon me?

Mr. R. F. Johnston: How long did that take? It took about 45 minutes to do that.

Hon. Mr. Ruprecht: I indicated that to you earlier.

Mr. R. F. Johnston: Every time I tried to clarify it, I did not get that answer; I got more hogwash.

Hon. Mr. Ruprecht: I do not want to be in a position for you to tell me I am going to make a decision to say that all the access points in the province should be done in one year, two years,

three years or four years. I am simply indicating to you that there should be accessibility built into the TTC. I am not prepared to tell you how much, at which specific point and so on, simply because I lack the data. If you were to provide me with the data, we would be in a much better position to indicate this specifically. You cannot say to me, "You are telling us specifically now that all the TTC entry points should be made accessible."

Mr. R. F. Johnston: No, but at the moment the TTC is totally inaccessible.

Hon. Mr. Ruprecht: Right.

Mr. R. F. Johnston: Now you are saying you accept the principle that it should be accessible. That is what you just said, which you did not say every time I tried to ask you about it. Now you are saying you want it to be accessible. Now you are trying to get down to what the definition of accessibility might be. We can argue that one at some point or other, but it is at least interesting that after 45 minutes we know you do not want a parallel system and the TTC as it is, but you want the TTC to be accessible. You do not want to get pinned down on what you mean by accessible, but that is what we just learned.

Hon. Mr. Ruprecht: Obviously, that will be left for the committee, but I would rather wait until we have all the data together. I do not think you would fault me for that.

You probably already know that some systems in the United States have found some problems with accessibility. I could bring you that information next time. I believe there was a problem in terms of ridership; apparently, ridership had gone down. Before I give you any more information, if you want, I could come up with some information about what happened in the US after a totally accessible system was put in place. Some negative features were expressed, but I do not have details of them at my fingertips at this point.

Mr. R. F. Johnston: You can bring them if you want. You can table them. It would be good background information, I suppose.

What is your government's position on accessibility for the disabled on public transit? Does it have one?

Hon. Mr. Ruprecht: You have asked me that question in two or three different ways, and I am happy to provide you with the same answer. The answer is that after communicating with the disabled community, the seniors secretariat and the Minister of Transportation and Communications, we felt the best way to handle the process and the programs that will come out of the

committee was to create this committee. It will make the recommendations, and obviously those recommendations will be the position of our government.

Mr. Cousens: I remind you I have evidence that in the last election the Premier stated that all new GO Transit stations and vehicles would be accessible. I suggest you take some of the earlier statements made by the Premier and ensure they are being considered by your committee.

Hon. Mr. Ruprecht: I am pretty sure the committee will have those statements when it makes its decisions.

Mr. R. F. Johnston: Too bad we do not have Mr. Cunningham.

Hon. Mr. Ruprecht: Pardon?

Mr. R. F. Johnston: You should go back and look at some of Mr. Cunningham's statements as well. It is amazing how things change and the whole philosophy becomes much more blurred in terms of principles when you become the government.

Hon. Mr. Ruprecht: Was your government in favour of having total accessibility? I have forgotten.

Mr. R. F. Johnston: Mr. Snow is on record. You can check that out.

Mr. Cousens: That is right.

Mr. R. F. Johnston: I asked him questions. He said he was not in favour. He wanted dual systems; he did not want accessibility to the whole system. He is on record.

Mr. Cousens: I want to ask you a question about the disabled travel bureau. Deborah Cousins—no relation—of Scarborough's Action Awareness, an advocacy group, has been working for three years to set up Canada's first tourist bureau for the disabled. She wants the federal and provincial governments to put up \$92,000. In August, she met with the Minister of Tourism and Recreation (Mr. Eakins) to outline her plan. Were you at that meeting? If not, can you tell us what the Ontario government will be doing to assist in the development of such a bureau?

Hon. Mr. Ruprecht: I was not at that meeting. You are quite right; from what I understood, Deborah Cousins was in touch with the Ministry of Tourism and Recreation. For the details of that meeting and the proposal, I must turn to Clem, because he would have that information.

Mr. Sauvé: There were a number of meetings between Deborah Cousins and the ministry, and she was in to see us with her project and her

proposals. Basically, the outcome of the discussions with officials at Tourism and Recreation was that they agreed to install TDD lines, telecommunications device for the deaf lines, in their tourist information bureaus.

As a result of having been sensitized on the issue, they have agreed to make eight of their tourist information offices fully accessible to the disabled, and they have set up a training program to familiarize the staff in these offices with some of the concerns and needs of the disabled community. As well, they are reviewing all their brochures and literature to make sure the information pertinent to disabled persons will be incorporated in any future publications.

I understand they hired Ms. Cousins on a short-term contract to advise them on some of these measures.

16:50

Hon. Mr. Ruprecht: I have some updated information here, if you are interested.

Mr. Cousens: I am.

Hon. Mr. Ruprecht: In July, the secretariat invited Deborah Cousins to apply to the community action fund. That is the fund that was announced in tandem with the proclamation of the Decade of Disabled Persons. To date, no proposal has been received. Since last spring, the Ministry of Tourism and Recreation has responded to the needs identified in Deborah Cousins's proposal.

Mr. Cousens: What are you saying, that you are not supportive or doing anything?

Hon. Mr. Ruprecht: Deborah Cousins is saying the tourist bureaus should be accessible. We are supportive of that within the existing structure rather than creating a parallel system.

Mr. Cousens: Is there any money forthcoming?

Hon. Mr. Ruprecht: We have indicated to Ms. Cousins that she can access the action fund, but we have not received a proposal. She went to the Ministry of Tourism and Recreation. According to my briefing notes, it has taken some of the requests that were made by Ms. Cousins and is developing some of the initiatives she was proposing, namely, accessible tourist bureaus and some other things.

Are you interested in more details of what Tourism and Recreation has done with the requests by Ms. Cousins? As a result of the meetings she has had with Tourism and Recreation, it has (1) installed new special telephone equipment for the use of hearing-impaired persons in the Ontario travel counselling section

of the ministry, (2) undertaken a review of all its publications with the objective of updating and expanding them to meet the needs of disabled travellers, (3) undertaken a project to make eight travel information centres across Ontario wheelchair accessible and (4) held a seminar in June 1986 for Ontario travel counsellors stationed in Toronto and at border crossings to educate them in how to effectively serve travellers with special needs.

Mr. Cousens: That is the status of it now.

I have a series of other things to ask. Mr. Johnston, do you want to take a subject and go on it for a while, or should I continue? What do you want to do?

Mr. R. F. Johnston: I will ask one other question. If I get something I consider a vaguely useful response, I will continue. Otherwise, you can have the rest of the estimates; I do not intend to waste my time.

Let us deal with the whole question of advocacy for nursing home residents. What is your opinion of the proposal to establish Advocacy Ontario? What is your involvement in the development of policy by the government to develop an advocacy program for the disabled?

Hon. Mr. Ruprecht: That is a pretty specific question. I will turn it over to my adviser to see whether he is able to shed more light on it.

Mr. Sauvé: Not a great deal, because as you are probably aware, one of these proposals is under study by a committee. This committee has considerable outside involvement. It has not reported. There is a proposal, but there is not yet a final report. Actually, there is nothing definite before the government for consideration.

Our office is participating at arm's length in the activities of this committee. The people who are more intimately concerned about the issue are at the Office Responsible for Senior Citizens Affairs. We have been to a few of the committee meetings, but we are not regular participants.

Mr. R. F. Johnston: This is really disappointing again. Do you know of the representatives' funding act proposal?

Mr. Sauvé: No.

Mr. R. F. Johnston: I gather it is an act that is being proposed through the office of the Attorney General (Mr. Scott). Its objectives are to establish a disadvantaged persons' representatives' funding board, which would enable clients to lead lives as independently as possible, to reduce the need for guardians or conservators, to reduce instances where clients are abused or

neglected and to promote respect for and ensure the rights, feelings and dignity of clients.

I happened to come across a draft bill, which I have here. It bears very directly on the people for whom you should be advocating in nursing homes around Ontario.

Mr. Sauv : There is an overlap in some of the client groups we represent. Most of the nursing home residents are senior citizens.

Mr. R. F. Johnston: Do you know how many are disabled?

Mr. Sauv : In the nursing homes, a great number of them would be disabled.

Mr. R. F. Johnston: A huge number.

I have no further questions. If you want to take the line vote, I would be happy to do it. If not, Mr. Cousens should come back in and take the floor. I have no further questions for the minister.

Mr. Cousens: I just had a bit of a crisis at home. My son was in emergency with something, but he is going to be okay.

I had some questions on affirmative action and employment equity for the handicapped, which were part of the Liberal-NDP accord. Nothing has been done to deal with the difficulties faced by the disabled in terms of discrimination in the job market. Of employable disabled persons, 50 per cent remain unemployed. When competing in the job market, a person with a physical disability is hampered by factors such as negative or uninformed attitudes of employers, unnecessarily restrictive job designs, inaccessibility of the work place, narrow job skills training and economic disincentives to employment.

The Premier has promised to legislate mandatory affirmative action hiring and promotion programs within all government departments, crown corporations, provincially regulated businesses and firms doing business with the government. Why has the government not done anything?

17:00

Hon. Mr. Ruprecht: We are pursuing employment equity for disabled persons. Obviously, our intention here is to ensure, as you indicated, that as many persons become fully contributing. We certainly support the principle of equality in employment for all disabled persons.

As you know, the federal government has passed Bill C-62, although I guess we should not be talking about that. However, let me indicate that a number of things are important to us right now. First, the most recent statistics that were brought to light are nothing to crow about. Even

in terms of the government's hiring practices, we find they need to be improved.

Knowing the statistics, we felt the best way to do it was to act on a number of fronts. First, internally, we instituted the "I Count" survey, the results of which should be in our hands in a few weeks. When we have that information, we will know specifically how many people with disabilities are working for the government. That will lead us to some very specific actions.

The government has made a commitment to move in the area of employment equity. First, we will have the results of the "I Count" survey, and then we will put certain projects in place that will include a number of things.

Mr. Cousens: I do not know what that survey is. What does "I Count" stand for?

Mr. Sauv : It was a survey of the Ontario public service to determine people's ethnic origin, whether they were disabled and the nature of their disabilities, their language skills and so on.

Hon. Mr. Ruprecht: It counts visible minorities.

Mr. Cousens: There is a section in it related to the disabled. Is that survey completed and the results tabulated and accounted for?

Hon. Mr. Ruprecht: Not yet. It is in the process of being tabulated.

Mr. Cousens: At what stage will that be ready? Mr. Ruprecht said everything is waiting until it comes out.

Hon. Mr. Ruprecht: I understand it will be within the next few weeks, unless I am wrong.

Mr. Sauv : It was supposed to be by the end of October, but now they are saying the end of November.

Hon. Mr. Ruprecht: When that is out, we will be in a good position to see where we have fallen short, what specifically to address and where to put the emphasis. In the interim, we have moved on a number of fronts.

First, as you know, through the Minister of Community and Social Services we are looking at the vocational rehabilitation program, which provides services and goods to enable a disabled person to become capable of pursuing gainful employment. That is under review, and there will be some changes produced.

We have moved in the area of Ontario's Training Strategy, which is under the Minister of Skills Development (Mr. Sorbara). That is an initiative to increase the participation of business and workers in ongoing work-related training. The training access policy strategy supports the

unique requirements of special needs groups, including disabled persons.

The Ministry of Skills Development has also produced a program called Futures, which is an employment program for disadvantaged youth, including disabled persons. Disabled persons, who are eligible up to age 29, comprise approximately 10 per cent of the program. There is a special section in the Futures program that is addressing itself directly to the disabled.

The sheltered workshop system, which is under the Minister of Community and Social Services at this point, is also being looked at. The current considerations are various employment initiatives for persons with disabilities. What is being considered here are the alternatives to competitive employment: integrated work situations, employment training, wage policy and so on. It is called the reform of sheltered workshop systems and comes under the Ministry of Community and Social Services.

There is the specific employment program operated by the Ministry of Labour called the handicapped employment program. I was at the opening, and I was pretty excited about that program. There is a wonderful booklet out on that. The program provides consultation on hiring practices to business, labour, health professionals and educators as well as disabled persons. HEP produced a job search manual for disabled job seekers. The manual is fantastic. More than 4,500 copies have been produced already.

You are quite right when you say more must be done in terms of employment as a priority. We agree with you. When all these reviews of existing programs have taken place, we will be in a much better position to produce some programs and projects that will be specifically related to employment equity and to produce the proposals that will enable the disabled community to access jobs and opportunities, because that is one of the most relevant points. Disabled community members must be able to lead fully integrated lives. The only way to do that is to produce some programs where they can achieve those goals. I think you will find no disagreement in terms of trying to produce necessary programs.

Mr. Cousens: The federal government's Bill C-62, which you referred to earlier, is being criticized by the general community concerned with the needs and wellbeing of the disabled, especially because of the lack of teeth; there are no penalties imposed for lack of progress. When or if your government introduces an employment equity bill that includes the disabled, what

measures would this bill have to guarantee compliance?

Hon. Mr. Ruprecht: I am not in a position to provide you with details on the employment equity program, because it would depend on a number of factors.

Mr. Cousens: What factors?

17:10

Hon. Mr. Ruprecht: First, some evaluations will have to be done. As you yourself suggested, the federal government's passage of Bill C-62 in the spring of 1986 is being criticized. We would like to get a broad range of reactions to that bill. You also said it was criticized because it apparently has no teeth; no quotas are set.

I am not in a position to tell you right now whether we are going to be setting the quotas or what our enforcement mechanisms will be. I cannot tell you. That would put me in the position that was discussed previously. A review is taking place, and until that review takes place and the recommendations are made, how can I possibly provide these specific, detailed answers? I am not in a position to do that. Neither I nor the secretariat will have carriage of the bill. We are not in a position even to take carriage of the program; we will be a participant. I hope you can understand my caution.

The Vice-Chairman: The chair has some difficulty understanding it, but proceed.

Mr. Cousens: I have some questions to do with the Ontario Human Rights Code and clause 16(1)(a). A number of changes are being proposed. Are you aware of the section to which I am referring? Do you have a copy of it?

Proposed clause 16(1)(a) reads:

"The right of a person under this act is not infringed for the reason only that the person does not have access to premises, services, goods, facilities or accommodation or that the premises, services, goods, facilities or accommodation lack the amenities that are appropriate because of handicap; or if the person is incapable of performing or fulfilling the essential duties or requirements attending the exercise of his rights because of a handicap; and where after the investigation of a complaint the commission determines that the evidence does not warrant the appointment of a board of inquiry because of the application of subsection (1), the commission may nevertheless use its best endeavours to effect a settlement as to the provision of access, amenities, and requirements."

You have made a number of changes to that. Would you mind describing the effect of those

changes in your own mind and your amendment, which reads somewhat differently?

Hon. Mr. Ruprecht: You are reading the—

Mr. Cousens: I was reading the old one.

Hon. Mr. Ruprecht: Do you have the new section there?

Mr. Cousens: Yes.

Hon. Mr. Ruprecht: You are asking me how that will be interpreted?

Mr. Cousens: I know how it reads, because I have a copy of it. What is your intent in the changes?

Hon. Mr. Ruprecht: What we are thinking of doing is establishing—where is that section on undue hardship?

Mr. Cousens: The key words are “with undue hardship.”

Hon. Mr. Ruprecht: As I understand clause 16(1)(a), a board of inquiry will be established that will look at each of the complaints that comes forward. This board will then decide what action should be taken.

There have been cases in Saskatchewan and Alberta, for instance, where a disabled person wanted to have access to a movie theatre but could not gain entrance because of the inaccessibility of the theatre. The board of inquiry could make a decision whether to order the movie theatre to provide access or to make some other arrangement, whether the owner would be ordered to provide access within a year or immediately and what kind of access should be provided by taking some chairs or a whole section out or whatever. This would have to be done on an individual basis. This is how I understand it.

Mr. Cousens: The concern is that your amendments will allow business, service providers, landlords and employers—

Hon. Mr. Ruprecht: Where are you reading from?

Mr. Cousens: It is my interpretation of clause (a). “The commission, a board of inquiry or a court shall not find a person incapable unless it is satisfied that the needs of the person cannot be accommodated without undue hardship on the person responsible for accommodating those needs, considering the cost, business inconvenience, outside sources of funding, if any, and health and safety requirements.”

That could allow businesses, service providers, landlords, employers, etc., a defence of undue hardship. What guarantee can you give that this proposed amendment will not be a big

loophole or escape clause for employers, landlords and service providers?

Hon. Mr. Ruprecht: As it stands now, not much can be done at all. With the board of inquiry, we are providing a system of recourse. This would have to be judged on an individual basis. I am prepared to tell you that this recourse is one of the better ways in which to do it. There has to be some flexibility placed within the system, and I think this will provide that kind of flexibility.

Mr. Cousens: Do you see that there is a loophole perchance?

Hon. Mr. Ruprecht: I do not think this can be considered a loophole.

Mr. Cousens: Has anyone brought it to your attention before as a loophole?

Hon. Mr. Ruprecht: No.

Mr. Cousens: I am. I see it as having the potential of leaving the door wide open. If we are talking about taking certain action, suddenly undue hardship becomes a very difficult thing to define.

Hon. Mr. Ruprecht: You say undue hardship will become very hard to define. Rest assured that it will be defined more specifically by the disabled community; it will have input into providing a regulatory mechanism here.

Mr. Cousens: You could do a great deal to satisfy the concern I am raising by anticipating what that will do and mean before these amendments go through.

Hon. Mr. Ruprecht: The best way to handle this would be to provide a regulatory mechanism, and we will have input from the disabled community when the regulation is drafted.

17:20

Mr. Cousens: Do you not have a task force that is already in the process of preparing regulations?

Hon. Mr. Ruprecht: We have not established a regulation at this point.

Mr. Cousens: I understand some have been circulated already.

Hon. Mr. Ruprecht: Is that correct?

Mr. Sauvé: Yes. The consultations are beginning with the concerned outside parties.

Mr. Cousens: The minister was not aware of that.

Mr. Sauvé: He must have been aware that they have been talking.

Hon. Mr. Ruprecht: I am aware that there will be regulations drafted. When the regulations

are being drafted, the disabled community will have input in the drafting of the regulations.

Mr. Cousens: The regulations are already drafted; they are being circulated.

Hon. Mr. Ruprecht: They are not passed.

Mr. Cousens: But they are being circulated.

Hon. Mr. Ruprecht: There is still room for—

Mr. Cousens: You did not even know that. What is the reaction from the people who are seeing them?

Hon. Mr. Ruprecht: There is still room to make changes.

Mr. Cousens: What is the reaction of the groups that are seeing the proposed regulations? Have you had any reactions you can discuss?

Hon. Mr. Ruprecht: Personally, I have had no reaction, since I was under the impression the disabled community would be in on the consultation when that consultation takes place.

Mr. Cousens: I know more about what is going on within your ministry than you do at this point. The regulations are drafted and are being circulated; reaction is coming in now, and people are generally not happy with what is coming out. I wonder whether you are in a position to discuss that. Maybe your deputy will be.

Hon. Mr. Ruprecht: Good for you, Mr. Cousens.

Mr. Cousens: Obviously, you do not know what is going on within the ministry.

Hon. Mr. Ruprecht: In your first question, you asked me what undue hardship means, and my response was that when everything is in, when all the regulations are drafted, the responses are in and we are ready to proclaim them, we will then be in a good position to find whether you are correct. In other words, will the disabled community be happy with the regulation?

Mr. Cousens: You did not even know the regulations were drafted.

Hon. Mr. Ruprecht: I told you I was aware that there would be input, and I am still saying that. The process is not at an end.

Mr. Cousens: Can you give us some feedback in these estimates on what is happening in the process?

Hon. Mr. Ruprecht: It is in process. We are not finished with the process. If you want to take some credit for knowing, that is great.

Mr. Cousens: What is the interim reaction?

Hon. Mr. Ruprecht: I appreciate that you have taken the interest. That is terrific.

Mr. Cousens: When can we expect to see these regulations made public?

Hon. Mr. Ruprecht: I would have to check with the Cabinet Office on that to see when all the recommendations will be in. Not everyone who has some say has yet been consulted.

Mr. Cousens: Who will have a say?

Hon. Mr. Ruprecht: Representatives of the disabled community, the Attorney General, the Minister of Labour, myself and perhaps two or three other people.

Mr. Cousens: Would you be prepared to circulate them to the New Democratic Party and ourselves?

Hon. Mr. Ruprecht: As a former political scientist, the best way I can describe it is that it will all be provided to you in the fullness of time.

Mr. Cousens: Can we get a copy of them now?

Hon. Mr. Ruprecht: I am not in a position to provide you with a copy at this time. To be quite fair with you, and I know you want to be fair with me—

Mr. Cousens: Indeed.

Hon. Mr. Ruprecht: —I will make my inquiries immediately. I will see whether we are ready to share them with you at this point or whether the process has not yet completed its cycle. That is where I was at when I said there would still be input from other people before it is completed. That is when you said you knew more about it than I do.

Mr. Cousens: How long have the regulations been out for review, and when do you expect to complete this process?

Hon. Mr. Ruprecht: That will not depend on me alone but on the cabinet as a whole. As you know, the legislation has not yet passed.

Mr. Cousens: I know.

The Vice-Chairman: With respect, in the history of this Legislature, regulations have been shared with opposition parties prior to the passage of legislation. It is a legitimate procedure.

Hon. Mr. Ruprecht: Because I am not the line minister and since I do not have carriage and sole responsibility for this kind of regulation, I am not in a position to tell you at this specific time. I am not the person to be sharing that with you. We will take it up and will make our inquiries to see whether the cycle of consultation has been completed; perhaps it has. Can I get back to you on that?

Mr. Cousens: Would you allow your deputy to answer a question or two on it? When did the regulations start to circulate? When did they go out?

Mr. Sauvé: I cannot answer that.

Mr. Cousens: Have you seen the regulations?

Mr. Sauvé: I personally have not seen the regulations.

Mr. Cousens: I would like to ask some questions about the Ontario Human Rights Commission. Of all the complaints to the Ontario Human Rights Commission alleging discrimination, 32 per cent were because of handicap. It has been stated that this number—

Hon. Mr. Ruprecht: Excuse me; could you repeat that?

Mr. Cousens: Of the complaints to the Ontario Human Rights Commission alleging discrimination, 32 per cent were because of handicap. It has been stated that this number is on the increase. In the most recent statistics, of the 431 claims received relating to handicaps, 371 complaints dealt with employment issues.

It has been claimed by advocates for the disabled that the reporting structure and methods of processing complaints with the Ontario Human Rights Commission are too complex and intimidating for a disabled client to have an effective voice. Overburdened staff at the OHRC, faced with ever-increasing case loads, often do not have the time to provide the orientation necessary. Respondents often appear without representation at fact-finding hearings and are not aware they have the alternative of having legal counsel.

Is the minister aware of these problems with the complaints process at the OHRC? What steps is he taking to improve the functioning of the unit for the handicapped at the OHRC?

Hon. Mr. Ruprecht: I had a meeting with the full commission about two weeks ago, at which point we did have an exchange. We will continue to work with the commission as best we can, but it will provide us with some statistics. Since you are presenting me with very specific data, I will follow them up to see whether they are correct. I will also follow up on your concern. We will do that as quickly as we can.

Mr. Cousens: Okay. There are a number of employment issues. The unemployment rate among the disabled in Canada is as high as 80 per cent. The jobless rate for the handicapped with a university education is estimated at 26 per cent, 10 times higher than the rate for the nondisabled. Are these figures alarming to you? What,

specifically, are you doing to address some of these concerns?

17:30

Hon. Mr. Ruprecht: You are raising an important issue. Yes, these figures are alarming to us as a government. The Premier (Mr. Peterson) has made the commitment. As I have indicated to you, we have a number of programs in the interim until we connect with the program that addresses this issue more specifically.

Just yesterday, for instance, I was able to help out at The Canadian Council on Rehabilitation and Work. Its provincial affiliates right across Canada are sponsoring a conference to address steps in developing future vocational opportunities for Canadians with disabilities.

The conference theme was specifically addressed to trying to bridge rehabilitation at work. We are very supportive. We have provided some help and some funding, because we are really committed to your concern to ensure that there will be progress made in terms of fuller participation and, one hopes, integration in mainline work. I indicated to you earlier that there are interim programs in place—the vocational limitation program, Ontario's Training Strategy, the Futures program; there are some with sheltered workshop systems and a handicapped retraining program.

We are fully supportive of any of these initiatives and are willing to go farther, especially after the outcome of the surveys and the equipment are there. You will see some results.

Mr. Cousens: I would just like to underline the concern our party has that the disabled are more disadvantaged in the job market than women minorities or native minorities or any other single group. The disabled who are working are concentrated in clerical and service industry jobs. I believe and our party believes that the barriers to employment of the disabled are both physical and conceptual. This includes not only the lack of access to buildings for people in wheelchairs, but also the lack of flexibility on the part of employers, who continue to go by traditional job descriptions.

Employment equity involves making accommodations, for instance, allowing a deaf person to do more typing and exempting him from answering the phone. Canada now has the highest rate of welfare and other social service dependency in the world. Nearly half of the welfare case load consists of persons with a disability. We can either continue to spend money this way or we can redirect it towards

programs or agencies that help the disabled find work.

I think the most common complaint that I see in my role as Community and Social Services critic is that the government spends a great deal of money on job preparation programs and pre-employment training, but very little is done actually to find people jobs. I think that really has become one of the major issues that we have. Can you describe any acts that you are taking to help people find jobs?

Hon. Mr. Ruprecht: We are very supportive of the programs as they are instituted by the nine ministers. As I have outlined these programs before, they are strategic developments that we see will address these specific concerns. On the whole, I think it is important that the respective roles and commitments are being made not just by government, but that we are seen as facilitators to bring together business, employers, labour, our own departments, ministries, consumers and service providers. All these opportunities exist to bridge the gap that exists and to corral anyone who has possible opportunities available. That will be part of our role. We obviously cannot do it ourselves.

Mr. Cousens: What has the minister done since he took office to ensure that disabled persons benefit from job creation projects such as regional development programs, local employment initiatives and assistance to small- and medium-sized businesses?

Hon. Mr. Ruprecht: You have asked this question in another way previously. The answer is that we have produced a host of programs and that will obviously not be the end to our initiatives. However, because you are asking this question in another way again, I must tell you there are many programs that address the training and employment needs of disabled persons. I said previously there are the vocational rehabilitation program under the Ministry of Community and Social Services, Ontario's Training Strategy under the Ministry of Skills Development and the Futures program under the Ministry of Skills Development and there is the sheltered workshop system under the Ministry of Community and Social Services.

Mr. Cousens: You have done nothing specifically with the Ministry of Municipal Affairs, through some of its grants and through some of the Ministry of Industry and Trade grants, to help the disabled in those grants. There is no tie-in in any way?

Hon. Mr. Ruprecht: I am not quite sure I understand.

Mr. Cousens: When I was talking about the different forms of regional development programs and local employment initiatives, there are a number of programs coming out of different ministries. You are not indicating any involvement at all in those activities?

Hon. Mr. Ruprecht: We are indicating more than just involvement. The whole thrust of our secretariat, with the blueprint of action established by the proclamation, has been that we are not just saying nice words; we are actually oriented to provide some help ourselves. That is the program that we are actually in charge of, not just the line ministries.

Your first question was really a good one, namely, "What was your role as Ontario's first Minister without Portfolio responsible for disabled persons?" I indicated that role is a co-operative role, an advocate role and an information voice for disabled persons. In addition, the promise has been made, along with the declaration, that we would, and have, set aside a special fund. The fund's initiative necessarily is to provide access to all user groups, all disabled personnel and disabled groups, to tell us from their perspective how they can access employment and other opportunities for full accessibility to life in Ontario.

We are not just saying, "Here are the programs addressing the specific needs of those who are disabled in these different ministries," as I have outlined to you before. We are saying as well that we have put aside a special fund that people can access. Sometimes the disabled community and communities across Ontario are in a much better position to tell us where the employment opportunities are to be found.

We are saying to them, "Any time you can find a way to show us how you think you can access a program, access employment and the whole gamut of life in Ontario—full participation—we are able to support you in whatever way we can. Here are some funds for you."

We have set aside \$500,000 and we are saying: "Tell us. We are prepared to help you with it." In addition to all the mainline ministry programs, we are saying, "We are providing the funds for you to access." We share the member's concern that we have to do more and we will, but he certainly cannot say we are not doing anything.

17:40

Mr. Cousens: What kind of advocacy have you personally done to encourage the creation of new jobs for the disabled in different fields?

Hon. Mr. Ruprecht: I will give you an example. We are working co-operatively with

other ministries. The Premier created a new minister responsible for disabled persons to act as a catalyst to all mainline ministries to be more sensitive and compassionate to disabled people.

Whenever a program appears, because you are asking me specifically, such as the Ontario Training Strategy program or the Futures program, to give two examples, the disabled person in the Futures program run by the Ministry of Skills Development is eligible up to age 29 years. That program equals approximately 10 per cent of the programs for disabled persons directly.

With respect to the programs being produced by the mainline ministries, we have direct input by saying to those who produce the programs, "Look at the disabled community directly and include it in these programs." If you are asking me whether we have had input, I am very proud to tell you we have input in all major initiatives of this government in the job creation area.

Mr. Cousens: Can I ask the question again? What kind of advocacy have you been doing to encourage the creation of new jobs for the disabled in different fields? Can you point to any specific jobs that have resulted from your actions?

Hon. Mr. Ruprecht: I will be in a much better position to answer that question after the first year of our community action fund. I will be able to tell you specifically what we have been able to produce, in addition to the advocacy role I have just described, to consult with every mainline minister.

Mr. Cousens: You are not able to point to any job at all at present per se that you have been able to get for the disabled. You are not able to point to any specific field or job opportunity you have personally opened up or monitored. You cannot point to one person who was unemployed, who did not have a position, where you have been involved and you can say, "There is someone I know." You do not know of any individual? You cannot point to any person who has personally benefited from all these programs?

Hon. Mr. Ruprecht: We will look into it. I am quite happy to tell you that of the different programs that have just now been instituted and announced, a good section are addressed specifically to the disabled community. Consequently, there is significant movement in that area. If you are asking me to give you a specific name, then I will—

Mr. Sauvé: For example, of the 21,000 people in the Futures program, 10 per cent are disabled.

Hon. Mr. Ruprecht: He is asking us for a specific name. I am not able to tell you a specific name. However, the numbers are significant, you must admit, in that one program alone.

Mr. Cousens: You do not have any numbers at all for this year over last year. You cannot point to any numbers this month over the month before. You cannot point to any numbers at all at this point?

Hon. Mr. Ruprecht: You want to know the exact numbers? I will look into it.

Mr. Cousens: Thank you. New employment opportunities are being created more and more in the technology sector through the use of new technologies as aids to make employment possible in other fields. What are you doing to encourage the development of projects and technological aids to increase the employability of disabled persons?

Mr. Sauvé: There is an applied technology unit in the Ministry of Correctional Services that has the responsibility of doing the very thing you have mentioned there. It explores the use of new technologies and how they can best assist disabled persons to become employed or more productive and efficient in their current employment.

Mr. Cousens: Is that it?

Mr. Sauvé: That is it.

Mr. Cousens: We are aware of the importance of some programs targeted within the Ministry of Community and Social Services. Are you aware of those programs?

Mr. Sauvé: The applied technology unit is the central unit that co-ordinates all projects and programs of this type within the ministry and the government.

Mr. Cousens: I thought you said it was under the Ministry of Correctional Services.

Mr. Sauvé: No. It is under the Ministry of Community and Social Services.

Mr. Cousens: All right. What funds are available to employers in the province to help them cover extra costs that could be incurred in the employment of disabled persons?

Mr. Sauvé: The vocational rehabilitation services program provides for the costs that would help a disabled person to become employed and provides equipment or modifications to equipment and space to allow a person to maintain or get a job.

Mr. Cousens: How much is there this year compared to last year? Can you give any range of the dollars available?

Mr. Sauvé: The total VRS program is around \$31 million. I do not know specifically how much of the program is allocated to that aspect of it. Does anyone know?

Mr. Cousens: Are there funds specifically available? Do you know what the percentage is within VRS for this?

Mr. Sauvé: No, I do not.

Mr. Cousens: How does an employer who hires a disabled person take advantage of those VRS funds?

Mr. Sauvé: I am not exactly sure how the program operates. Can you explain, Jill?

Ms. Hutcheon: Yes. When someone under the VRS program finds employment with an employer, he or she approaches the VRS program. It provides the job accommodations needed in the facility he is going to work in, whether it is a ramp going into the building or actual retrofitting or accommodations made in the site he is going to work in. Those are provided under VRS because they assist in gaining a meaningful occupation.

17:50

Mr. Cousens: Do you have any feel for the number of dollars going into that part of the program?

Ms. Hutcheon: No, I do not.

Hon. Mr. Ruprecht: There is financial assistance to cover tuition, books and supplies and supplementary services such as transportation, technical aids and devices, prosthetics, orthotics, wheelchairs and similar equipment, attendant care, interpreter-interveners, transcription services, day care services where children are provided with specialized clothing required by the educational program and even architectural modifications to residences.

Mr. Cousens: The problem I have is that all those points are not covered by the question I have just asked.

Hon. Mr. Ruprecht: I thought your question was—

Mr. Cousens: I am saying “to employers in the province who hire disabled persons,” and you are saying “vocational rehabilitation services totally handles that.” I am concerned. Some employers might begin to take a greater interest in hiring disabled people when they know there is going to be some support forthcoming for them. If your ministry is involved with that and you do not even know the numbers or are not even aware of the program, obviously we have a problem in that employers will not be motivated to take

greater action on it. It is a very important way of giving an incentive to people to say, “I want to help that number.”

We were looking earlier at the number of unemployed handicapped or disabled people and saw that the ratio was so high; therefore, it is all the more important for us to find ways of opening the door and to say, as an incentive to the employer: “As a government, we will help underwrite the cost. We will help that employer to do something.” I think it is an incredibly simple idea that can be expanded upon and made known. I thought you would have that right off the top of your head.

Ms. Hutcheon: We have had many discussions with employers around the province. Their major concern has not been especially financial incentives as much as being able to sit down with the disabled community and government to find out how to implement affirmative action programs. That has been going on through the handicapped employment program. Very frankly, they have said to us: “We do not want to talk philosophy or anything else. Just tell us how to do it and we will do it because we are good corporate leaders.” IBM, Westinghouse and a number of other businesses have already played a leadership role in this respect.

Mr. Cousens: I do not want to take away their commitment, which has been significant. When you look at what they have done in giving leadership, it sets a good example for all of us beyond what the government tries to do because there is a genuine concern. Sometimes they are in a position where they can identify positions and opportunities more easily than some of the smaller companies. I do not want to take away the variety of programs we have around to help get a person placed, getting there and all these things.

To me, the incentive sometimes is the cost of a ramp or some other cost associated with bringing in a disabled employee. This has not been reinforced in the feedback I am getting from the minister. I want to know more about that because I think that can be another way of approaching it. We work on the disabled, the training and all these other things, but the concern I raised earlier about finding people jobs can be a way of helping to do it. I am talking as a layman. I am not a specialist in this field, but it is an approach; it is another way of opening the door wider or making the door wider. I think you know what I am trying to say. Perhaps it is an approach that has not been fully exploited and expanded upon.

To solve these problems—and you are saying it already—there is going to be a variety of things we will be doing. There will not be one solution, because it is going to differ according to all the different people you are trying to serve. I think there is another avenue. If we can open that up more, it could have great ramifications for those high numbers.

That is an avenue I would like to see expanded upon. If we could do it, it is something that would give encouragement to managers or others to hire and say, "I am being held back, but there is this VRS funding." There are enough dollars that you can actually do something in some cases, and you know the commitment is great enough. I think it has an exciting ramification to it. That is where I am coming from and I know where you are coming from when you started saying that. I do not want to take that away, and I do not think it is the only answer either.

At present, what incentives do employers have to encourage them to hire disabled workers?

Mr. Sauv : The question seems to be very much along the same lines as the two previous questions. Employers have certain financial incentives from the VRS stream with respect to the work that the handicapped employment program does in the Ministry of Labour, which is promoting employment of disabled persons in the private sector. When the government gets around to tabling its employment equity legislation, there will be an incentive. It is a mix of things we have already discussed.

Mr. Cousens: What efforts are being made to improve the quality and availability of vocational training programs for the disabled?

Hon. Mr. Ruprecht: We talked about this previously as well. The Minister of Community and Social Services is looking at the VRS program to see what changes should be made.

We are awaiting the recommendations. There have been a number of meetings. We will see what the changes are, how they will provide more effectively the kind of incentives necessary for people with disabilities to gain access to the job market or training that will lead to possible employment.

Mr. Cousens: You have nothing to say about what you are doing in answer to that question?

Hon. Mr. Ruprecht: We are waiting for the Minister of Community and Social Services to provide us with input as he sees it and as his ministry and VRS see it.

Mr. Cousens: What is being done to encourage normal establishments to develop integrated training programs?

Hon. Mr. Ruprecht: Again, that was part of a similar question you asked previously after the Icon survey. After the new program is established, we may be in a better position to answer that.

The Vice-Chairman: We have a minute and a half left this afternoon. Are you interested in pursuing these subjects on another date, or are you prepared to proceed with a vote?

Mr. Cousens: I would like to continue.

The Vice-Chairman: We have about one minute, if you would like to take advantage of it.

Mr. Cousens: No.

The Vice-Chairman: We will be meeting Monday afternoon, following orders, presumably in this same location. We have five hours and 30 minutes to go. I hope you are well equipped.

Mr. Cousens: I am.

The Vice-Chairman: Minister, I hope you will be well equipped.

The committee adjourned at 5:59 p.m.

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Cousens, W. D. (York Centre PC)

Johnston, R. F. (Scarborough West NDP)

Witnesses:**From the Secretariat for Disabled Persons:**

Ruprecht, Hon. T., Minister without Portfolio (Parkdale L)

Sauvé, C., Senior Adviser

Hutcheon, J., Provincial Co-ordinator



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Secretariat for Disabled Persons

Second Session, 33rd Parliament
Monday, November 17, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 17, 1986

The committee met at 3:17 p.m. in committee room 1.

ESTIMATES, SECRETARIAT FOR DISABLED PERSONS (continued)

On vote 3201, Office Responsible for Disabled Persons program; item 1, main office:

The Acting Chairman (Mr. Offer): I see a quorum. We are on vote 3201. I believe last day Mr. Cousens was in the midst of asking certain questions.

Mr. Cousens: Thank you very much, Mr. Chairman. Congratulations to you on your elevation to the chair. Thus far you have done an outstanding job.

The Acting Chairman: I am putting that in my householder.

Mr. Cousens: On behalf of our caucus, we would like to commend you. As one of the co-chairmen of the Soviet Jewry committee, working with you there we recognize you as one of the up-and-coming leaders in the Liberal Party. In your position as chairman I know you will exercise great control, understanding, compassion and interest in this important subject.

Hon. Mr. Ruprecht: Will he exercise restraint?

Mr. Cousens: We cannot really tell.

Hon. Mr. Ruprecht: Excuse me, Mr. Cousens. I have some answers for a number of questions which you asked me last time. Having been asked these questions, I am very happy to provide you with some of the answers at this point so that you can continue with your questions afterwards.

Mr. Cousens: We will be honoured to hear whether you have any answers.

Hon. Mr. Ruprecht: A couple of issues were raised on Thursday afternoon by Mr. Cousens that I would like to clarify, because I made a commitment to provide some information.

First, with regard to the transportation issue, I would like to comment on the level of service being offered by Wheel-Trans. I think that was your initial concern. In 1985, there were 471,000 trips taken on Wheel-Trans, which was an 11.8 per cent increase over 1984.

Each year the transfer payment provided by the province increased by 15 to 20 per cent. The increase was 22 per cent in 1985, which is a far greater increase than is found in the majority of subsidy programs funded by the province. The provincial transfer for Wheel-Trans in 1985 was \$9.70 per passenger trip. That compares with a 16-cent subsidy for regular trips on Toronto Transit Commission vehicles. It is important to note that the individual disabled passenger pays the same fare as his or her nondisabled counterpart.

As of the end of June 1986, there were 14,885 registrants for Wheel-Trans. When an application is received, if there are any questions about whether an individual fits the criteria for the program it is sent to an independent committee for review. Approximately 1,000 applicants are in the process of review. Those who are considered questionable will be sent to the review committee. No one who fits the criteria is denied access to Wheel-Trans; so the waiting list you were talking about must refer to those applicants who are waiting for review by the independent committee.

On an annual basis, Wheel-Trans is unable to provide eight to nine per cent of trips requested. All of us agree that is a significant number, but it also means that 91 to 92 per cent of all trips requested are met.

Although there are some problems with the Wheel-Trans system, the Ministry of Transportation and Communications is committed to improving transportation services to disabled persons. Improvements to the service will continue to be made to cope with the increasing demand for it.

For example, a new computer system for booking Wheel-Trans trips has just been installed and fully paid for by the province. Up to 25 per cent of Wheel-Trans trips are cancelled on the day of the trip. The new computer system stores a list of those who have requested trips for that day and been refused. Wheel-Trans then tries to contact those people in the order the requests were received to substitute people for the cancelled trips.

You asked whether a study has been done on the transportation needs for disabled persons in rural settings. The Ministry of Transportation

and Communications has commissioned a study, which is under way at present. We are informed this study will be one of the inputs into the overall review of transportation policy for disabled persons.

A number of questions have been asked about the amendments to clause 16(1)(a) of the Ontario Human Rights Code.

Mr. Cousens: Can the minister stay on the transportation concerns? Is he satisfied with the waiting list now that he has confirmed what we presented earlier, that there is a problem with waiting lists? What is he doing to reduce those waiting lists?

Hon. Mr. Ruprecht: I indicated earlier there were about eight to nine per cent on the waiting list.

Mr. Cousens: What is the minister doing to reduce that number?

Hon. Mr. Ruprecht: Is that the waiting list you are talking about?

Mr. Cousens: Yes. The ridership continues to grow. More and more people are using Wheel-Trans. We all know there is a cancellation rate for those who do not have steady jobs, for health reasons and for other concerns. That figure of 25 per cent might come down as we get more meaningful involvement by disabled people within the community. Those statistics will then mean there is not the surplus available to others who did not get first priority on that date. Some of those who did not get an initial fit for a ride might well succeed in getting it when there is that rate; so they will know they are at the top of the list and will get out. Still, there is a continuing group of 10 per cent who are not being served.

Hon. Mr. Ruprecht: There are two answers to your question. First, there is the computer. The computer was installed to see whether the fit could be done on a quicker basis, so that, as you indicated just now, if there is an opening because of the 25 per cent cancellation rate that could be done almost immediately. Without the computer, that always took a much longer time, and the fit was not as good.

Second, approximately 1,000 applications are in the process of review. The review committee will have to deal with those applications. There is not too much we can do about that at this time, because the review committee will make those decisions.

Mr. Cousens: How does a person appeal the decision by the board if he is turned down?

Hon. Mr. Ruprecht: Once a person is turned down? I suppose—

Mr. Cousens: You do not know?

Hon. Mr. Ruprecht: He would write to the committee again to request a review. That was my understanding. I stand to be corrected, but that was my understanding. If you would like more information about that we will get it for you.

Mr. Cousens: I would like to know the number of people who are turned down, small as the number might be, and how the appeal mechanism is handled. The system must both work and be perceived to be working.

Tell me about the study that is under way for the rural settings. Who is doing the study? Who authorized the study? When are they reporting? What are the terms of reference?

Hon. Mr. Ruprecht: It is the Ministry of Transportation and Communications, which is currently in the process of looking at all the facts and figures. That study is under way. Within the overall scheme of things, in terms of the transportation policy for disabled persons we were talking about at the last meeting it will be one of the pieces that will lead to the comprehensive review.

In answer to your question, the Minister of Transportation and Communications (Mr. Fulton) has commissioned the study, the study is on the way and the results of the study will then fall within the comprehensive policy review.

Mr. Cousens: What are the terms of reference of the study?

Hon. Mr. Ruprecht: We could provide some more details on the terms of reference. We could get the Ministry of Transportation and Communications to find out the exact indicators.

Mr. Cousens: Will you commit to do that?

Hon. Mr. Ruprecht: I will commit to ask the Minister of Transportation and Communications. I cannot—

Mr. Cousens: And get it back to me?

Hon. Mr. Ruprecht: I will do that, but I am telling you now I cannot guarantee in what form it will come back to you.

Mr. Cousens: Who is doing the study for the ministry? Is it an outside agency that is doing it, do you know?

Hon. Mr. Ruprecht: I do not know. I will have to inquire.

Mr. Cousens: When is the report due back? When is it going to be submitted?

Hon. Mr. Ruprecht: Do we know that at this point?

Mr. Sauvé: No. We do not know the terms of reference or the reporting time frame for this study. It is an internal study by the Ministry of Transportation and Communications, like the series of studies it undertakes on the feasibility of building certain roads or of its current policies with regard to the funding of public transit systems, etc.

It is sort of the ongoing operations of that ministry; so we have not obtained that specific information about what the terms of reference might have been for that study, other than that it has informed us there is one under way.

Mr. Cousens: You do not know if it has a special focus for the disabled then.

Mr. Sauvé: Yes; it has that focus for the disabled.

Mr. Newman: Is it of prime concern to the Ministry of Transportation and Communications?

Mr. Sauvé: The whole transportation issue for disabled persons has become a priority for the Ministry of Transportation and Communications, and it is becoming more so. It is very aware of a number of problems in those areas and is working to develop policy options for consideration by cabinet to improve the general service in both urban and rural areas.

Mr. Cousens: Are you involved in any of the groups within the Ministry of Transportation and Communications that are working on these projects in a larger way?

Mr. Sauvé: There is an interministerial committee that meets to review the options that are being developed. We are not involved in these technical feasibility studies. Basically, our office is staffed by a more generalist type of person; we do not have the technical expertise or background to participate in the technical aspects of these studies.

As they become available, they will be presented to the interministerial committee and will be discussed there, all with the view of developing the options for the improvement of the overall policy for the transportation of the disabled.

Mr. Cousens: Who is on that committee?

Mr. Sauvé: I believe I told you at the last meeting that the chairman is Richard Puccini, who is the director of the municipal transportation planning branch of the ministry. There are representatives from the Ministry of Community and Social Services—

Mr. Cousens: Are you the person? I want to know who the people are.

Mr. Sauvé: From our office, Jill Hutcheon is our representative on the committee. There is a representative from the Ministry of Community and Social Services, Maxine Walsh; one from the Ministry of Treasury and Economics, Steve Ker; one from the Ministry of Education, Wayne Bishop; one from the Ministry of Municipal Affairs, Susan Dolbey; one from the Office Responsible for Senior Citizens Affairs, Peter Venton; one from the Ministry of Health, Cindy Nowina; and one from the Ministry of Labour, Janette Higgins, the manager of the handicapped employment program. There are two people from the Ministry of Transportation and Communications, Jeff McCombe and Rob Barnes. Mr. Barnes is the co-ordinator of disabled persons' transportation issues; he is the executive secretary, let us say, of this committee.

The committee started off as a smaller group; initially there were about four or five of us. As the issues became identified, additional people were added to the committee. I am told the Ministry of Tourism and Recreation and the Ministry of Government Services will probably also be represented on this committee in the near future.

15:30

Mr. Cousens: How many times have you met with this committee?

Mr. Sauvé: As such, the large committee has not had a meeting, but the smaller committee has met at least half a dozen times.

Mr. Newman: At this stage, what is your prime item of concern?

The Vice-Chairman: I am sorry, but Mr. Offer is on the list to ask a question, unless you have a supplementary. Is yours a supplementary to Mr. Cousens's question, Mr. Offer? Is it on the same line?

Mr. Offer: It is not on the same line, no.

The Vice-Chairman: Is yours a quick supplementary, Mr. Newman?

Mr. Newman: Yes. Is transportation your prime concern?

Mr. Sauvé: This committee is strictly on transportation for disabled persons.

Hon. Mr. Ruprecht: I think it is clear, and we made this obvious the last time, that the interministerial committee was organized basically to look at the transportation needs of disabled persons in all areas, which includes the rural setting.

You may be a bit anxious to get the results, and you previously asked about our input. There is

certainly a sensitivity on the part of the Ministry of Transportation and Communications in terms of transportation for the disabled.

A number of people who are directly involved in the issue of transportation for the disabled are sitting on the committee. When the recommendations come out, this office will be directly involved, through Jill Hutcheon and others, in the process of communicating the concerns of disabled persons.

There should be no question that the disabled community and its transportation needs are not going to be looked at. To answer Mr. Newman, transportation is one of the major issues of concern to this office. When the interministerial committee comes up with recommendations, I am confident it will be sufficiently sensitive to the needs of the disabled for transportation.

Mr. Offer: I have a supplementary for the minister. You have indicated the prime issue of concern to the secretariat is transportation. Can you give me some idea of other areas of concern to the secretariat, other than transportation?

Hon. Mr. Ruprecht: Our blueprint for action has actually come through the proclamation of the Decade of Disabled Persons. In the proclamation we have ensured there is the whole issue of integration, so integration is one of the pillars of our concern, in as much as we believe in every person's right, not privilege, to participate to the fullest possible extent in the life of Ontario. By integration, we mean receiving the opportunities to get to jobs, which obviously means the issue of transportation. To enable the person who is disabled to find employment, it is important to provide access to employment. We are saying that transportation is very important for getting to and from work.

The other part is the independence that we are trying to ensure, to the best of our ability to do whatever the government can obviously do to ensure there is as much independence as possible. That would certainly mean independent living in the best way possible. That means access to housing. It means the ability to receive any necessary attendant care. That is one of the concerns the member has addressed himself to already. But integration, independence and the third principle of access are the important pillars and framework and the blueprint for action of this government.

Even though we have been in operation as Ontario's first minister for disabled persons for just over a year now, I thought we had focused, and you, Mr. Cousens, may agree, on the right concerns. While we may disagree in terms of our

ability to operationalize the categories and principles, we certainly would agree on the focus of it and the importance of it all. I think we would find we are in total agreement on the issues that are important. We may differ a bit on the time frame where some people might say, "You have to do it quicker," but we have been in operation for just over a year. Even though we have continued from the previous administration, we are in the process of making some significant progress.

Mr. Offer: Perhaps I could continue.

The Vice-Chairman: Mr. Miller has a supplementary on this.

Mr. G. I. Miller: I have a supplementary about the original committee that was established. Are there disabled people on that committee to advise? Has that been one of the requirements of establishing that committee?

Hon. Mr. Ruprecht: I think it is clear, Mr. Miller, that we have people who have certain expertise in the area of disabled transportation. We have our own person, Jill Hutcheon, who is sitting on the committee. We have persons from the Ministry of Community and Social Services, Treasury and Economics, Education, GO Transit, the Ministry of Municipal Affairs, senior citizen affairs, the ministries of Health, Labour, and Transportation and Communications; so there are a number of persons that are directly knowledgeable about the transportation concerns of disabled persons.

Mr. Cousens: He will have to answer the question, Mr. Chairman, because that did not answer his question.

The Vice-Chairman: Mr. Miller is the one who has to approach me regarding his answer. I will go back to Mr. Offer and then we will come back to you, Mr. Cousens.

Mr. G. I. Miller: Are there any disabled people on the committee?

15:40

Hon. Mr. Ruprecht: We have the advisory council, which is principally composed of disabled persons from all over Ontario, who have input in the committee.

The answer to your question is that there are people on the committee with expertise and there is sufficient input from people with disabilities on the committee. That is the essence of your question.

Mr. G. I. Miller: Again, I ask point blank, would it not be wise to have somebody who is

disabled on the committee to set an example? I think we should govern by example.

Mr. Sauvé: I am not aware of anyone being disabled. If they are disabled, they are invisible disabilities.

Mr. G. I. Miller: I got the answer.

The Vice-Chairman: You got your answer, Mr. Miller.

Mr. Offer, did you want to pursue another line of questioning?

Mr. Offer: I would like to pursue one line of questioning, and then there was a further line that was just brought out in the minister's last reference, which was to the advisory council, if I might get back to that.

A previous answer I received from the minister had to do with accessibility. In many parts of the province, especially in Mississauga, an awful lot of building is going on. The Minister of Housing (Mr. Curling) is now reviewing the Ontario Building Code. What, if anything, is being done by this ministry with respect to ensuring some form of accessibility under the Ontario Building Code?

Hon. Mr. Ruprecht: The task force that was established began its biweekly meetings in December 1985, and it already presented its report to Mr. Curling and myself on March 3, 1986. The code took effect October 20, after extensive consultations.

It will enable users to better relate handicapped requirements to all considerations and requirements. It is significant to know that for the first time we are talking about barrier-free access and the definition of barrier-free access. How do disabled persons get into buildings? How can they live in buildings? What definition covers barrier-free access? It includes ramps, elevators and other lifting devices. It includes accessible entrances at the entrance and on every other floor. It even includes devices for people who are unable to see.

If you visited Variety Village, you might have noticed that when you walked on certain tiles, there were sensory tiles that told you you were on a floor that had special fire exits. When you are in an elevator for people who are visually impaired, there are elevating devices with special numbers that you can feel and touch. For people with hearing disabilities, special bells let them "see" an alarm go off and on without hearing the bells.

There are new standards set for wheelchair users as well. The corridors have to be wider; the kitchen cabinets could be lower. I am looking at a specific list of the new basic standards. There

must be at least 920 millimetres clear width for corridors and 1,100 millimetres for exterior walks.

The minimum size for doors in the barrier-free access has been amended so persons confined to a wheelchair will be able to manoeuvre in a better way. The same requirements apply to bathroom doors, bedroom doors, opening pressures and door closing delay periods to allow wheelchairs to pass. There are specifics spelled out. The revised code text is supported even by illustrations; so there are really a significant number of changes in the new code.

Mr. Offer: That took place on October 20.

Hon. Mr. Ruprecht: Yes.

Mr. Offer: What role did your ministry have with respect to these changes? I know that came out of the Ministry of Housing.

Hon. Mr. Ruprecht: We received a request from the disabled community that accessibility was one of its major concerns. That was really part and parcel of our declaration of the Decade of Disabled Persons. We felt it was a very important item that we had to pursue and we did.

I called the community together after I received the initial request and I invited the Minister of Housing. He came to the meeting and assured us that his ministry and his people were going to establish a special committee with a significant number of disabled persons.

Thanks to his sensitivity in permitting the building code changes to take place, we in Ontario are now in the forefront of building code changes in all of Canada. We have had a significant impact on the process of how accessibility for disabled persons can be improved.

Mr. Offer: The Ontario Building Code applies only to new buildings. Can you share with us what is being done, if anything, with respect to existing buildings, the large majority of buildings? Are you taking any direction to make those more accessible?

Hon. Mr. Ruprecht: When the recommendations were made, we requested that the disabled community be taken into account whenever the Ontario government was involved in providing a grant or financial help to any of the community buildings, even if we were providing help for smaller buildings. When the Ontario government is involved, accessibility to buildings will now be a significant aspect.

Mr. Offer: For new buildings.

Hon. Mr. Ruprecht: For older buildings too.

Mr. Offer: How for the older buildings?

Hon. Mr. Ruprecht: As soon as we become involved as a province in terms of grants, we automatically say to the building owner, whether it is a municipality or even a private person, that we want accessibility to be considered. It is not just the new buildings; it includes older buildings as well.

Mr. G. I. Miller: Are there any funds available for older buildings to be upgraded? Are there any programs available, money-wise, to make the older buildings accessible?

Hon. Mr. Ruprecht: We have a \$5-million fund from the Treasurer (Mr. Nixon), who announced in the budget speech that people can apply to making buildings accessible and to provide housing. In terms of the housing aspect of your question, the Minister of Housing is committed to provide 10 per cent of any new units accessible for disabled persons, and the Treasurer said that \$5 million can be applied for older buildings in terms of accessibility.

15:50

Mr. G. I. Miller: Do you have a statement there? Do you want to put it on record again? Do you have it available?

Hon. Mr. Ruprecht: We can make that available to you. I am reminded we will know the specific amounts in maybe about a month.

Mr. Cousens: Following through on the responses to questions from the last day, I would like to put on the record that it disappoints me that the terms of reference of this interministerial committee have not been tabled. It does not begin to show how this transportation concern is going to manifest itself in action to force the Toronto Transit Commission or Go Transit to do more. The lack of information that has been presented to me is a matter of great concern. I would like to have the minister continue with his next series of answers, to see if they are any better.

Hon. Mr. Ruprecht: Thank you, Mr. Cousens. You asked a number of questions about clause 16(1)(a) of the Ontario Human Rights Code and the regulations for this section. Let me point out that the revised clause 16(1)(a), which you read and which we all read, was arrived at after negotiations in the standing committee on administration of justice.

As you know, this was an all-party committee, which agreed to the revised section as drafted. The disabled community was involved in these negotiations and also agreed to the wording of the section. Last Thursday you suggested that the

section might provide a, "giant loophole" in your words.

After reviewing the matter further, I am not convinced that this is the case. Boards of inquiry will be able only to decide undue hardship based on the specific criteria outlined in the regulations.

You mentioned at the last meeting that these regulations had already been circulated to the disabled community. At present, these regulations are in the process of being finalized with the legislative counsel. They do not exist in final form. The disabled community could not be formally reviewing them because they have not yet been made public. They do not exist. It is possible, as I think you indicated, that consultation may have taken place on a very informal basis.

The Minister of Labour (Mr. Wrye) has promised the disabled community that it will have an opportunity to review them before they are approved by cabinet, and I am confident arrangements can be made to share them with you at that time. The Office Responsible for Disabled Persons has been extensively involved in this issue. It sits on the committee that has been drafting the regulations and it has consistently raised the concerns that serve the community addressed by that committee.

Ms. Arna Banack is here today and will be pleased to answer any more questions you may have. Ms. Banack is the lady in the glasses.

Mr. Cousens: Some people have seen the regulations outside of where I am sitting; so I am aware of the concerns they are expressing. When do you expect to have the final, final form ready for preliminary review? Not that it is final, final, because as we know it is going to go to cabinet and it can reverse it all.

Ms. Banack: At this point, they are dotting the "i's" and crossing the "t's" on final regulations and these should probably be available within the next month.

Mr. Cousens: Are you hearing the kind of concern I was expressing about the loophole with regard to undue hardship?

Ms. Banack: Concern has been expressed around the issue of business and convenience. Of course, you have a balancing act about putting small businesses out of operation if you cause great and undue hardship to small businesses. There is a balancing act going on. We have heard the concerns of the disabled community and they have been clearly expressed to the committee. We are trying to maintain our balancing act.

One of the ways we are dealing with it is by trying to make sure the regulations under the business and convenience section are as tight as is humanly possible, so that it will be very clear what constitutes business and convenience and what will be acceptable. Along with the rest of the regulations, that will be reviewed by the disabled community.

Mr. Offer: There is something I had deferred a little earlier, this advisory council. What is this council? Where is it formed? How is it formed? What does it do?

Hon. Mr. Ruprecht: The advisory council is providing us with very important information. Essentially, it provides the government with advice based on the experience and knowledge of the members, who come from all of Ontario. The council meets with organizations, with members of the public, with ministry staff and with other service providers. It consults with them on a regular basis. It was the council that recommended the establishment of the Premier's Awards for Accessibility, which we will have next Tuesday, November 25, and to which you are all invited.

Council recommendations, for instance, were made to change the Ontario Building Code. The chairman was a member of the task force on the Ministry of Housing. The recommendation of council that the Ontario Housing Corp. revise its policy and allow elevators to be put into two- or three-storey accommodations designed for seniors and disabled persons has recently been adopted by the OHC.

The council makes good recommendations regarding the expansion of assistive devices programs, many of which have been implemented by the Ministry of Health. In December 1984, the council recommended deletion of clause 16(1)(a) of the Ontario Human Rights Code, which we just talked about.

The council's 1986 priority is transportation. I am advised that a significant report will be forwarded to me early in the New Year by council. As minister, I look to council to provide me with recommendations. We try to the best of our ability to ensure that council's recommendations find their way into law and into practicalities, because the members of the council are probably the most sensitive persons when it comes to knowing the requests and the requirements of the disabled community.

16:00

Mr. Offer: How many people are on this council?

Hon. Mr. Ruprecht: There are 17. We have asked the chairman from last year, Ron McInnes, who is a solicitor and is disabled, as are the majority of the members of the council, to remain because of his knowledge and because of the sensitivities and the connections and consultation process that he established over the previous term. We think the advisory council plays a significant role in the process of sensitizing government and ensuring that actions are taken that reflect the needs of the disabled community.

Mr. Offer: Do the recommendations from this council go directly to you or do they go to any of the other ministries?

Hon. Mr. Ruprecht: The council is directly responsible to me. I am responsible for the council. The recommendations go directly to me as it is an advisory council of our office.

Mr. Offer: The reason I am asking that is you mentioned the assistive devices program. In my riding, we have the Credit Valley Treatment Centre, which is one of six centres for disabled persons in the province that are of a special, a certain status. There was a change in the program last year. The change was twofold: to increase the age from 18 to 22 and also to bring in certain other pieces of apparatus.

Did they make that recommendation to you and did you then take it on their behalf to the Ministry of Health? I know it came out of the Ministry of Health, but I never knew from whence it originated.

Hon. Mr. Ruprecht: It may have come from other sources as well because the needs were simply there. We know for certain that the recommendations have actually been made by the advisory council. The advisory council made the recommendations a number of times. I was delighted to see that the Minister of Health (Mr. Elston) was sensitive enough to follow through on the recommendations by the council.

As you know, any time we expand the assistive devices program for one year, two years or 10 years, or any time we take some items, we make them effective for all ages as has been done in this case.

For instance, effective July 1, 1986, the prosthesis was made available to persons of all ages and it is costly. I salute the Minister of Health for making this decision to fund the prosthesis. Also, respiratory equipment has been made available to all ages, effective September 1. We have a further commitment to make other devices available to all persons, but the minister has indicated he will do that in the phase-in program. The assistive devices, including pros-

theses, braces, wheelchairs, hearing aids, respiratory equipment, medical gases, oxygen and incontinent supplies, were also expanded.

There is now an advisory committee to review the continuation and to examine the priorities for expansion of all devices. This committee has the committee members of the advisory council on it; so the recommendations that have been made by the advisory council will be carried through and the advice by the council will be taken into account in terms of the phasing and which devices should be first, which should be second, third and so on.

Mr. Offer: I will reserve any further questions I might have on this council.

Mr. Cousens: The minister was answering questions.

Hon. Mr. Ruprecht: I would like to continue with the answers to part of your questions from the last meeting, Mr. Cousens. The issue that was raised was about the community action fund and the projects that are funded up to the end of last month, October 31. The organizations that were funded were the Office of Sport for the Physically Disabled, which received \$15,718; the National Educational Association of Disabled Students, which received \$17,000 for its conference; and the Canadian Paraplegic Association, which was given \$17,500 for the Rick Hansen tour.

Mr. G. I. Miller: Rick Hansen? Towards his fund?

Hon. Mr. Ruprecht: We provided some money, along with the Honourable John Eakins under the Ministry of Tourism and Recreation, for the co-ordinator, and provided the Rick Hansen Man in Motion tour with \$100,000. The total amount Ontario was providing was \$130,000. I have it here.

Mr. Cousens: You said \$170,000 the first day.

Hon. Mr. Ruprecht: It is \$135,000.

Mr. G. I. Miller: Just for your information, Mr. Chairman, Rick Hansen is going through Haldimand county.

The Vice-Chairman: What are you doing here?

Mr. G. I. Miller: I will be there to see him in the morning at 7:30. I will be up bright and early and hustle home and try to hustle back here in time tomorrow. I will be there to welcome him.

Hon. Mr. Ruprecht: I mentioned that there were other expenses, Mr. Cousens, that also were incurred, which bring this figure up higher.

We are not in a position to give you the exact amounts at this time. There are other expenses as well and some that are currently being incurred while Mr. Hansen is still in Ontario.

As the minister responsible for disabled persons, I was asked by the Premier to co-ordinate the government activities with the Rick Hansen tour. We are continuing. The reason I am giving you the \$17,500 figure is that money came directly out of the community action fund and that is what I am providing you now.

The Disabled Women's Network had a conference, for which we provided \$20,000. We provided \$17,435 to L'Action pour enfants des familles for community information service for disabled persons. The total amount is \$87,353. In addition, we have funding requests for approximately \$1 million, and the requests are still coming in.

16:10

Obviously, not all of these will fall within the criteria of the community action fund, but we will be in a better position at the end of the fiscal year to evaluate the first nine months of operation of the fund. We then will be in a better position to determine the size and scope of its ongoing commitment.

My last comment, unless you have a question about the community action fund, has to do with a small issue raised by Mr. Johnston. Since he is not here, those are essentially the answers to your questions.

Mr. Cousens: I have some further questions. You have two major responsibilities: one for citizenship and culture and the other for the disabled. Is that not correct? Those are the two titles you have by virtue of your appointments in the government? How do you break down your time between the two? What percentage goes into either of those two roles?

Hon. Mr. Ruprecht: It is hard to say.

Mr. G. I. Miller: Is it 50-50?

Hon. Mr. Ruprecht: No. It is hard to say because I would have to look at the time commitment and spell it out in more detail. If someone were to ask you, "How much time do you spend on your job?" you would have to break it down—and that is not easy to do—between your functions as a community person with constituency functions and a person who has functions where you represent your party and where you represent—

Mr. Cousens: Can you give a rough breakdown?

Hon. Mr. Ruprecht: Do you see how hard it would be to answer that question?

Mr. Cousens: I could, by virtue of where I do it, but you are the one—

Mr. G. I. Miller: Are you having a little trouble?

Mr. Cousens: Gordon, I have been asked the question a few times. I would like to hear him. You suggested 50-50 and he said no. I am interested to know. If he has political things, they could take up 90 per cent of his activities. I do not know. I want to get from the minister the percentage of time that he sees as his ministerial responsibility, assuming he is putting in 20 hours a week.

Hon. Mr. Ruprecht: Twenty hours?

Mr. Cousens: Maybe it is 30.

Mr. G. I. Miller: It is not a question of 20 hours a week.

Mr. Cousens: I know what you do.

Mr. G. I. Miller: You put in more than 20 hours a week.

Mr. Cousens: I was just asking the question.

Mr. G. I. Miller: The minister works 15 or 16 hours a day.

Mr. Cousens: You are the defender. You should sit up there beside him and help him out.

Mr. G. I. Miller: No. He will defend himself. He looks after himself.

Hon. Mr. Ruprecht: Mr. Cousens, that is a very hard question to answer at this time. If you would like me to do it, as co-operative as I am and you have known me to be, I will sit down in the next few weeks and I will mark down the hours I spend with all the functions. How do I separate my constituency role, which might have to do with an ethnocultural organization, from my constituency role with the disabled organizations that come in to see me? I would have to break all that down. That is not an easy task.

How do I break that down from going to functions on the weekend? I have a number of roles to play here. The majority of my time is spent in the office that I currently occupy at 700 Bay Street. That puts me in very close contact with the secretariat.

The communications alone that I have with the staff of the secretariat takes up a good portion of the day, reading all the letters I am signing from the secretariat alone.

Mr. Cousens: That they write for you and you sign. Is that what you mean?

Hon. Mr. Ruprecht: I make recommendations. I hope the recommendations are followed.

The secretariat and the staff write letters for me. Of course, they do that, and I know you would not want to have it any other way. I provide suggestions and they provide suggestions. Quite honestly, I have never been as happy in my life working with a bunch of people who are concerned with disabled issues, who are efficient and effective. I have never seen as much work being produced. I know they are sitting here. I am not trying to say anything that is out of fashion, but I have never seen more committed people and people who are effective in producing policies, letters, papers, who are involved directly in programs, such as the Rick Hansen one, than the staff I have now.

I have been in politics since 1978. I have never been as happy with people as I am today. You are getting your money's worth. Is that not your real question?

Mr. Cousens: It was going to lead to another one.

Hon. Mr. Ruprecht: Are we, as taxpayers, getting our money's worth from this minister? I say you are getting more than your money's worth.

Mr. Cousens: You split yourself between two jobs within the cabinet.

Hon. Mr. Ruprecht: More than two jobs.

Mr. Cousens: What are the others?

Hon. Mr. Ruprecht: I just indicated them to you.

Mr. Cousens: Primarily citizenship and culture and the disabled. Those are the two.

Mr. G. I. Miller: Were you not a minister once, Don? Were you not in these positions?

Mr. Cousens: What I am trying to do is break out the ratio of times for either side, because it would lead to the next thing. You have two offices, one office for disabled people and another one for citizenship and culture, or do you just have the one office?

Hon. Mr. Ruprecht: Do you mean physical offices?

Mr. Cousens: Queen's Park, on Bay Street. Is that the one physical office for all your responsibilities?

Hon. Mr. Ruprecht: I have moved from Bay and Bloor to 700 Bay Street, into the building on Gerrard and Bay. That is correct.

Mr. Cousens: What percentage of the cost of those offices is picked up? I notice in the programs and activities, under vote 3201, that your main office in item 1 went up by \$105,000. Is that the share being picked up by the disabled,

or is that part being picked up by the other ministry, or do they pick up a proportional part?

Hon. Mr. Ruprecht: In terms of the line items and the expenses, it is absolutely clear that this is totally related to my responsibilities as the minister for disabled persons.

Mr. Cousens: In the office you are in now, that \$105,000 pertains to your work for the disabled?

Hon. Mr. Ruprecht: That is correct. We are able to break that down for you if you like.

Mr. Cousens: On a similar item, under the other ministry, what is the dollar amount for citizenship and culture?

Hon. Mr. Ruprecht: You are looking strictly at the expenditures of those line items that are related to my responsibility—

Mr. Cousens: I am looking at main office cost. In other words, what dollar value goes towards main office cost within your other ministry, because I want to see the financial breakdown between the two?

Hon. Mr. Ruprecht: I have just indicated that to you and I do not know how much clearer I can be. I have said to you that the expenditures that are in front of you are directly related, totally, to my responsibilities in the office as minister responsible for the disabled.

Mr. Cousens: I heard you say that. I was asking another question. There are some costs in that office in which you are now working that are assigned to another ministry. Is that correct?

16:20

Hon. Mr. Ruprecht: In that office, no.

Mr. Cousens: None?

Hon. Mr. Ruprecht: None.

Mr. Cousens: Where do we pick up the cost for your work within the Ministry of Citizenship and Culture?

Hon. Mr. Ruprecht: As you probably know, the every-day administration costs of Citizenship and Culture, including the multiculturalism part, are strictly and directly borne by the minister responsible for that ministry.

Mr. Cousens: There are no dollars assigned from your address on Bay Street that are allocated to Citizenship and Culture?

Hon. Mr. Ruprecht: That is correct. You are looking at the expenditures for my responsibilities as minister responsible for disabled persons.

Mr. Cousens: Where then are the dollars picked up for your involvement with Citizenship and Culture?

Hon. Mr. Ruprecht: There are no expenditures as there are expenditures for the office of disabled persons.

Mr. Cousens: You are saying you write no correspondence or letters for Citizenship and Culture out of the office that you are in now?

Hon. Mr. Ruprecht: I write no correspondence? I do write correspondence.

Mr. Cousens: For Citizenship and Culture from the office in which you are located?

Hon. Mr. Ruprecht: I write correspondence just as much as the Minister of Health does when he receives a request from a specific ethnocultural organization.

Mr. Cousens: I am concerned that what we are seeing as a budget for the disabled is not necessarily all the budget of the minister responsible for disabled people. I want to know where the dollars are going that are other parts of your job. What you are really doing then is saying that the budget for the disabled is this big, but there is not really any budget for the other. We are seeing that come in as part of the slush fund for the disabled. It becomes a very misleading number.

Hon. Mr. Ruprecht: If we are talking about misleading, the only person who is misleading is the person who is asking the question. I have said to you quite clearly that there are no dollar amounts and expenses associated with the special responsibilities for multiculturalism. Those expenses are—

Mr. Cousens: Are borne within this office.

Hon. Mr. Ruprecht: No. They are borne by the minister who has responsibilities for Citizenship and Culture.

Mr. Cousens: I do not think I am getting an answer. I think the answer I am getting is not satisfactory.

Mr. G. I. Miller: Lily Munro is the Minister of Citizenship and Culture.

Mr. Cousens: He has a special responsibility under Citizenship and Culture.

Hon. Mr. Ruprecht: Yes, I know, but that responsibility is not associated with the running and administration of a program or the expenditures within the programs.

Mr. Cousens: Do you get any extra money or allocations for the other responsibility?

Hon. Mr. Ruprecht: I have indicated to you no.

Mr. Cousens: None?

Hon. Mr. Ruprecht: None. There are no expenses associated with it.

Mr. Cousens: Do you write any letters for that? If you do anything that—

Hon. Mr. Ruprecht: That is what I just said to you.

Mr. Cousens: I cannot figure out what you are doing then for Lily Munro. Maybe that becomes another question for the House.

Hon. Mr. Ruprecht: That may be a good question for you to ask, yes.

Mr. Cousens: All right. There are different places to ask it, but I hope to get some clarification now on the breakdown. Maybe it is turning out that you are putting 99 per cent of your time into the disabled.

Hon. Mr. Ruprecht: I would say that the majority of my time certainly is spent on the disabled, but I cannot provide you with a specific breakdown. That would have to be studied. We would have to look at the hours, days and weekends that I spend.

Mr. Cousens: How can you justify the increase in \$105,000 for your main office?

Hon. Mr. Ruprecht: That should be fairly easy to do. Let us look at the breakdown.

Mr. Cousens: That is the increase in it.

Hon. Mr. Ruprecht: Why do you not get into the details of that?

Mr. Sauv : The increase is due to \$62,700 for salaries. The increase in salaries is due primarily to the fact that last year was only part of a year because the minister was not appointed until October 1985. Therefore, the salary allocation that was in last year's budget represented less than a full year's costs. When you analyse that, we needed roughly an extra \$63,000 to cover a full year's operation. Similarly, there is approximately \$11,000 in extra employee benefits, although there was no increase in staff.

There was an additional \$11,000 approximately for transportation and communications. That relates to telephone, mail, travelling expenses, etc. In supplies and service, there was approximately a \$26,000 increase to make up that amount.

Mr. Cousens: Are there new furniture and equipment in this office?

Mr. Sauv : There would be some additional furniture and some equipment.

Mr. G. I. Miller: We do not have as many cabinet ministers, so we put a little more responsibility on the ministers we do have. There

has been an overall savings. There is no doubt about that.

Mr. Cousens: Did the minister get new furniture and furnishings and a new setup?

Mr. Sauv : When the minister was located at the Ministry of Citizenship and Culture, the office he occupied was a parliamentary assistant's office. It was much smaller quarters than a minister is entitled to. Therefore, when the move was made from 77 Bloor Street down to 700 Bay Street, some additional furniture would have been purchased.

Mr. Cousens: How much?

Mr. Sauv : I do not have the details. It is really not part of these estimates because it was not totally included in this new estimate.

Mr. Cousens: Why is that?

Mr. Sauv : Some of the amounts relating to the renovations and some of these purchases that took place at 700 Bay Street would be a Management Board order in addition to these estimates.

Hon. Mr. Ruprecht: Let me add one more thing. To try to help you out as best I can, you will remember that I was travelling across Ontario to speak to the ethnocultural communities. Do you remember that?

Mr. Cousens: No.

Hon. Mr. Ruprecht: Oh, you do not. Maybe it was because he was in his riding.

Mr. Cousens: They did not extend too many invitations from Markham for such visits.

Hon. Mr. Ruprecht: I have not been there yet, but we might make that—

Mr. G. I. Miller: Have you been to Delhi too? That is the multicultural part of southern Ontario.

Hon. Mr. Ruprecht: No.

Mr. Cousens: It sure is.

Mr. G. I. Miller: Just put it on your list.

Mr. Cousens: And combine it with a fund-raising event too, I am sure.

Mr. Offer: In Mississauga, it was widely heralded and well attended. People were very happy to come, make submissions and see government coming down from the ministry level right to the grass-roots level. It was something new.

Mr. G. I. Miller: They have not had that experience for 42 years.

Mr. Cousens: I would say that they have probably had enough already.

Hon. Mr. Ruprecht: If you would like, we certainly could think about the northern part of

Metro and beyond to include those vast territories that you seem to represent. The reason I am mentioning that is that there were certain expenses involved in the operation of such dialogue sessions. Those costs were borne by the Ministry of Citizenship and Culture.

I do not have the exact numbers in front of me, but there were more than 20 places I went to visit. We are now in the process of looking at all the information that has been supplied to us, but in terms of the expenditure part of it, whenever and whatever I do for the Ministry of Citizenship and Culture in my capacity as having responsibilities for multiculturalism, those dollars come directly out of the budget of the Ministry of Citizenship and Culture. What you are looking at here are the expenditures and my responsibilities for the disabled.

16:30

Mr. Cousens: Can I ask the senior adviser whether it is possible to give us some total figures around this ministry? It is going to be very difficult to do it with the data thus provided. If we could show the breakout of moneys coming from another ministry, Citizenship and Culture, it would be helpful. Also, could you find those dollars that came out of Management Board of Cabinet for the replenishing, servicing and development of this complex the minister now works out of?

Hon. Mr. Ruprecht: I indicated to you just now that the dollars that are related to expenses, as my responsibilities for multiculturalism indicate, come from the Ministry of Citizenship and Culture. I made that very clear.

Mr. Cousens: I would like to see what those numbers are, if I can have them, so that we get the total picture.

Hon. Mr. Ruprecht: I am not sure he would be in a position to tell you the expenditures in Citizenship and Culture. If I can be helpful here, I think you should probably ask that question or request that information from the Minister of Citizenship and Culture. She will be able to supply those figures directly.

Mr. Cousens: The Ministry of Government Services is continuing to provide administrative and financial support service to your office. How much are you paying for that?

Mr. Sauvé: There is no chargeback. They have assumed that. They provide that service for us, the office of senior citizens' affairs and the Ontario women's directorate. They provide us with personnel, financial internal auditing, some limited office services, etc. They have absorbed

that within their work load, but there is no chargeback.

Mr. Cousens: Your office systems are generally run by them. Do you have people in your office who are under their budget too, or are you talking purely about processing?

Mr. Sauvé: No. They handle all the processing at no charge. We have one person, my administrative assistant, who co-ordinates the flow of work between our office and the Ministry of Government Services.

Mr. Cousens: I am going over to the standard accounts classification on your main office, vote 3201. In calculating your salaries and wages, if you have eight employees, as it indicates, they would be making an average salary of \$34,237. It points out services for \$20,000. It is page 6 of the estimates book. What constitutes services? Are these services done outside of your eight employees? Are they other services?

Hon. Mr. Ruprecht: I am looking at page 6. My copy is not the clearest one. Where are you? What are you looking at?

Mr. Cousens: Wages and salaries, \$249,000.

Hon. Mr. Ruprecht: The first item on top.

Mr. Cousens: Yes. Then you go down to \$20,000 for services. What constitutes services?

Hon. Mr. Ruprecht: Where are the services? Let us look at the breakdown.

Mr. Sauvé: Services generally are GO Temp in this case, I would say.

Mr. Cousens: In the following section, you have another line for services for \$147,400. What does that represent?

Mr. Sauvé: Again, that would represent some Office Overload staff. It would also represent some consulting services, particularly relating to the creative work for posters and for the various publications we have, such as the disabled persons' guide, the inventory of services for agencies, the Family Month campaign, and so on.

Mr. Cousens: Do you have any agencies of record to do your public relations and promotions?

Mr. Sauvé: We have one now as a result of the proclamation giving us an additional \$150,000 for a public awareness campaign. Andrews and Associates won the competition to handle that advertising for us. The smaller projects, such as Family Months and so on, because they are rather small, do not have to be tendered in the same way.

Mr. Cousens: The Advisory Council for the Physically Disabled also has a very large amount for services: \$41,500. What is that for?

Mr. Sauvé: Other than Office Overload staff, nothing springs to mind but we could get a further breakdown of what might be in there.

Mr. Cousens: Would you do that?

Mr. Sauvé: Yes. I do not have it handy.

Mr. Cousens: I would like a further breakdown on services for all three: main office, the secretariat and the advisory council.

Mr. Sauvé: You saw in your book there is a breakdown by project, which explains in a different way what these various amounts represent. I think that would be page 9 of your book.

Mr. Cousens: I have specific questions that come out of there that I will come back to, but it does not touch on these questions about services.

Mr. Sauvé: We could get a breakdown of those three services items.

Mr. Cousens: What constitutes supplies and equipment for \$16,600, on page 3?

Mr. Sauvé: That would be the purchase of routine office supplies and equipment for the advisory council, including stationery, pencils, paper, word processing equipment and so on. I believe there are eight staff there, so it is a relatively small amount for the number of people.

Mr. Cousens: On vote 3201, at the top of page 7, there is an increase of \$502,000 in salaries. I understand part of it is for the longer term. How many extra people does that include?

Mr. Sauvé: In the estimates, we were allowed an additional four people. When the secretariat for social development was dissolved, there was a disabled persons' secretariat, which was very small; there were three. There were people working in an essential support capacity, communications and support staff such as secretaries and word processing operators and so on, who were assigned to the new secretariat for disabled persons.

We went with the pieces that we picked up at the dissolution of the former secretariat. We had approximately 15 person-years and we were given an additional four in the course of the estimates review, for a total of 19 at present.

16:40

Mr. Cousens: This is an increase of 50 per cent. You are talking about far more than four when you look at this number.

Mr. Sauvé: Yes, but you are also talking about the annualization of salaries; my own and

that of my secretary, for instance. We are not part of that force. I started in November, which was about five out of 12 months. When you annualize my salary, my executive assistant's salary and my secretary's salary and pick up the annualization of the staff who came from the social development secretariat, that is where you get a doubling of the salary budget.

Mr. Cousens: Why does the services item go down in that analysis of estimates for 1985-86 compared to 1986-87? It shows a decrease of \$1,100. Everything else I see is an increase. Why is that?

Mr. Sauvé: I think it was a reassignment of the money we had to better reflect our spending patterns of the previous year. There is no particular reason it should go down. We have not done anything less.

Mr. Cousens: It does seem peculiar, does it not?

Mr. Sauvé: I suspect the explanation is that last year we were probably spending more on transportation and communications than on supplies and equipment, so there was a reassignment of expenditures among the three categories of direct operating expenditures.

Mr. Cousens: As you start analysing the change, you can see others going up significantly. That minister's office item of \$201,000 would include your salary, that of your secretary and that of how many other people?

Mr. Sauvé: In the \$201,000 there would be all the minister's office as well as three from the secretariat: myself, my secretary and an administrative assistant.

Mr. Cousens: How many staff does the minister have altogether?

Mr. Sauvé: Eight staff.

Mr. Cousens: What would be their positions? Give me their titles.

Mr. Sauvé: I will let the minister give them to you.

Hon. Mr. Ruprecht: These are the same categories as those in the office of the Minister without Portfolio responsible for senior citizens' affairs (Mr. Van Horne). As my senior adviser indicated, after the breakup we were permitted these categories: secretary to the minister; my executive assistant, Len Gullins, who is sitting at the back; the secretary to the executive assistant; the special assistant; special assistant of the constituency; assistant; receptionist, and the minister's driver-attendant.

Mr. Cousens: What does the assistant do?

Hon. Mr. Ruprecht: The assistant performs jobs that are necessary for the function of the office.

Mr. Cousens: He assists, then.

Hon. Mr. Ruprecht: Yes.

Mr. Cousens: Is there a job description for that?

Hon. Mr. Ruprecht: There is a job description for each one.

Mr. Cousens: Could you table them?

Hon. Mr. Ruprecht: I could provide you with a copy of the job descriptions if you so desire.

Mr. Cousens: I would like that.

What about the \$94,100 in the transfer support staff? Can you explain where that number comes from?

Hon. Mr. Ruprecht: That is page 7, analysis of change?

Mr. Cousens: Yes.

Hon. Mr. Ruprecht: Jill, could you outline the positions that were transferred from social development to the new secretariat?

Ms. Hutcheon: There was a communications adviser, two clerical help people, financial assistance clerks and a general administrative clerk.

Mr. Cousens: Are they doing different jobs now than they were before?

Ms. Hutcheon: They are performing functions that would have related to the central functions they provided around disability issues in the previous larger secretariat.

Mr. Cousens: I am trying to get a fix on this, and it is hard to do when you are not right in there where you are. You obviously have more people. How many more would you have, and how much of a larger mission would they have to fulfil by virtue of the expansion of duties and responsibilities?

Ms. Hutcheon: I can give you an example around the communications function. With a minister responsible for disabled persons, there are a number of new components in our communications plan that would not have been there before. That person's focus is on a much wider range because the minister was asked to increase awareness as it related to disabled persons both inside and outside government.

He travels much more to meet with organizations and groups than the previous provincial secretary would have done related to disability.

Mr. Cousens: The minister is doing it?

Ms. Hutcheon: Yes.

Mr. Cousens: But not necessarily other people doing other things—or are there? Is it the scheduling of his trips and final itinerary?

Ms. Hutcheon: Actually, co-ordinating the events. For instance, if he meets with an organization and it wants to discuss a range of issues, then there would be work involved in preparing briefings on each of those issues, and some work with the staff at that organization to find out exactly where its focus is and what it expects out of the meeting.

Then there is the communications aspect related to the minister's visit and whether that organization wants it to be a small, informal meeting, a private meeting, or whether it wants the press involved and that type of thing.

Mr. Cousens: It is hard to get a real feel for what the ministry is doing as opposed to what the secretariat was doing, and how, in the bottom line, the disabled are benefiting more from the significant increase in budgets and moneys that are being spent. That is what I am really trying to come to. I see \$146,000 there, on propaganda activities probably, but you are indicating other things go on as far as the work load is concerned.

Ms. Hutcheon: Oh, yes. For instance, the Courier newsletter was something the minister felt strongly about, because although we had a guide to programs and services that came out every year or so, the community indicated it could not take advantage of the new programs that were being introduced monthly by ministries.

To handle that, we started to produce the Courier, which comes out on a quarterly basis. That allows them then to learn about the programs much more quickly, because we list the kind of benefits that are available and who they can get in touch with.

Mr. Cousens: That has a separate budget line of \$35,000. Does that come under the \$146,000?

Ms. Hutcheon: Under general work load requirements, yes. It is not only communications staff that provides information on what goes into the Courier, it is also vetted through our policy staff to ensure it really reflects what the program changes are. Other people get involved in vetting it.

16:50

Mr. Cousens: Is it written internally by staff or is it written externally by professionals?

Ms. Hutcheon: Internally.

Mr. Sauvé: All internally.

Mr. Cousens: Therefore, part of that \$146,000 is Courier preparation. What is the figure under the Courier newsletter? Is that a printing cost?

Ms. Hutcheon: That is the printing, production and distribution cost and maintaining a mailing list to ensure that it gets to the right people. Also, after every Courier, we receive additional requests from people wanting to be put on the mailing list. We now keep several different mailing lists, and it is a job in and of itself keeping them up to date.

Mr. Cousens: I agree with that.

The next number is \$24,900 for transfer of support staff required by the Ontario Advisory Council on the Physically Handicapped. Is that one of the reasons there is an increase? Where is that reflected in those other numbers?

Mr. Sauvé: That \$25,000 would be part of the \$502,000 in the salaries increase.

Mr. Cousens: That is the total dollar that is coming in.

Mr. Sauvé: Yes. Similarly, some of the functions in the old secretariat were being provided centrally for the disabled, for senior citizens and for the youth secretariat, because the youth secretariat was part of that as well; and then there were some other central policy co-ordinating functions. These different units in the old secretariat were the equivalent of branches or divisions in a ministry. There was a central support group providing general support services for them all.

When the old secretariat was broken up, some of these central resources were reassigned to the secretariat for disabled persons and some of them were reassigned to the office of senior citizens' affairs. Some that were surplus were reassigned to other ministries.

Since they were no longer being served in a central way as part of a larger organization, these new offices for disabled persons and for senior citizens' affairs had to absorb or take over some of the staff. Otherwise, they would not have been able to provide the service and carry out the mandate assigned to them.

Mr. Cousens: There is another number on the top of page 8, second from the top, \$33,000 for salary awards. Is that people who were laid off or were these increases?

Mr. Sauvé: No. As you know, the estimates do not include funds for anticipated salary increases other than merit increases. There is a central fund established in Management Board

and it is part of the Management Board estimates. As salary awards are approved in the course of the year, these funds are then assigned to the respective ministry or agency.

That was the cost of the salary awards that were approved last year and that had to be built into the base of our estimates so that they reflected the current situation.

Mr. Cousens: Moving on to section (c), there is close to \$11,000 in the annualization of funding for the minister's office. Is this part of the costs you said were part of Management Board's expenses?

Mr. Sauvé: No. In this case, that would simply be the annualization of the minister's telephone, mailing and travelling expenses, because last year's allotment was less than a full year's entitlement.

Mr. Cousens: You are looking at the line below that. There is \$10,900, and then there is \$12,000, which is mailing costs.

Mr. Sauvé: That is for the secretariat as opposed to the minister's office.

Mr. Cousens: Where do all the dollars go for the travel and communications of the new staff? Where are they travelling?

Mr. Sauvé: That is primarily the new staff of the secretariat we inherited from the old secretariat, as well as my office, which is three positions and the four additional positions that were granted to us in the course of these estimates. Basically, the travel that is carried out from our office is within Ontario. It is meeting disabled groups, attending conferences, participating in seminars and so on.

Mr. Cousens: How many of your staff are contract employees or full-time employees?

Mr. Sauvé: Sixteen staff of the secretariat are classified and three are unclassified.

Mr. Cousens: How many would fall into the category of having a disability?

Mr. Sauvé: About 25 per cent. Roughly four or five have visible disabilities.

Mr. Cousens: That is right. Moving to page 8, I come back to the funding for the minister's office again because it keeps coming through. They are all increases. Everywhere you turn around more and more money is being spent. What kind of supplies and equipment? Is this for terminals? What kind of equipment is that representing?

Mr. Sauvé: The biggest expense in that category that I am aware of is the purchase of some word-processing equipment for the minis-

ter's office. When the minister's office was located on Bloor Street, the equipment they were using was the Ministry of Citizenship and Culture's equipment. When they moved down to 700 Bay Street, some new equipment had to be purchased because the ministry had loaned the minister some equipment.

Mr. Cousens: There is \$56,000 for translation and printing costs of new initiatives. The Courier newsletter seems to come into a lot of the different budget areas. How much in total would you say Courier is costing the taxpayers? What is the total cost of distribution, printing and separation because it is appearing in many different lines throughout this budget.

Mr. Sauvé: I think the total cost of Courier is on page 9 of your book.

Mr. Cousens: Yes. It says \$35,000 there for that.

Mr. Sauvé: Yes.

Mr. Cousens: It is obvious there is preparation time, people time, staff time and translation time.

Mr. Sauvé: The largest translation cost we had this year was the translation of the inventory, which has approximately 150 pages. It was a major translation expense. Would you know, Jill, what is the translation cost of each issue of Courier?

Based on some of my previous experience in that area, I am just guessing that perhaps each issue of Courier costs about \$2,000 to translate, but the inventory, which was a major product, was probably \$35,000 or more.

Mr. Cousens: Could you break out the total costs that go into Courier? Maybe I could have it at a future time, but I would like to have a breakdown of what it costs, because there is one line over here. It comes into translation. It comes into staff time when one looks at the various staff people who would be working on it over a period of months. They would spend a percentage of their time, so many man-hours, proofing, reading, prepping, creating and testing it.

17:00

Mr. Sauvé: Yes. The \$35,000 mentioned there is called other direct operating expenditures. That would be supplies, services and mailing charges. There is no staff time in that \$35,000.

Mr. Cousens: That is what was coming out through other comments.

Mr. Sauvé: Yes.

Mr. Cousens: How many copies of Courier are printed?

The Vice-Chairman: I wonder if Mr. Reycraft could have a short supplementary on that.

Mr. Reycraft: Along the lines of what Mr. Cousens is asking, did I not understand there are no staff members whose duties are restricted solely to Courier?

Mr. Sauvé: No one specifically has that assignment on a full-time basis.

Mr. Reycraft: There are a number of staff members who contribute to Courier.

Mr. Sauvé: There is a number of staff. We have two people involved in the communications unit who work on Courier, as well as the policy staff, who vet the various stories to make sure the information is reflective of current government policy.

Mr. Reycraft: Every staff member who contributes to Courier has additional duties as well?

Mr. Sauvé: Definitely.

Mr. Reycraft: It would be difficult, if not impossible, to identify with precision the amount of time each of those staff members spends on Courier?

Mr. Sauvé: In precise terms, yes. I think you could come up with what is called a guesstimate of how many person-years are spent on it, which would be less than one.

Mr. Reycraft: As long as Mr. Cousens understands that the answer he is going to get to his questions will not and cannot be precise, there is no real problem.

Mr. Cousens: I know people have other responsibilities, but it would be interesting to try to see what Courier is costing because one can say it is a certain percentage of some people's time per month. This person is putting in two days here and five days there and the policy people are contributing. I know how much time is spent on the newsletters that MPPs send out. The amount of time that we would put into those is extensive.

How many copies of Courier go out?

Mr. Sauvé: Ten thousand.

Mr. Cousens: It goes out how many times a year?

Mr. Sauvé: It is a quarterly.

Mr. Cousens: Are you using any translation services for things other than the inventory and Courier?

Mr. Sauvé: We do for the driver's guide, as well as the guide for disabled persons and also the consumer guide, the inventory and basically all our publications, such as the booklet on the community action fund and the brochure on the community action fund.

Mr. Cousens: What happens to people with a disability who speak other languages and want to get information? What services do you provide for Italians, Greeks and those with other languages?

Mr. Sauvé: So far we have not provided any direct services in those areas. If we got a call, I presume it would go through the service in the Ministry of Citizenship and Culture, which is the major access point for ethnocultural groups.

Mr. Cousens: Have you had any calls for any language services other than French?

Mr. Sauvé: We have some ongoing contacts with an Italian organization, yes.

Mr. Reycraft: Perhaps those could be referred to the Premier's office for translation.

Mr. Cousens: Indeed. Is there help for the Chinese or the upside down, downside up?

Anyway, on page 9, when Management Board approved \$500,000 for the community action fund, could you break out how that fund is going to be spent?

Mr. Sauvé: Basically the whole \$500,000 is to be provided in grants to community organizations that are involved in projects that are supportive of the goals of the proclamation. None of the \$500,000 is being used for staff or office expenses. That is being absorbed within our current person-years. The whole \$500,000 is in transfer payments. There are no office or staff expenses related to anything in that.

Mr. Cousens: Do you have a detailed breakdown on how that \$500,000 will be spent?

Mr. Sauvé: I think the minister earlier gave you a list of the projects that have been approved to date, which total roughly \$85,000. The others are being considered as they are received. As well, the minister indicated we had received requests totalling almost \$1 million so far. When the requests are received, they are analysed within our office and presented to a review committee. The review committee has representatives from the ministries of Community and Social Services, Health, and Labour, as well as the Trillium Foundation and our office.

Once the project is reviewed by this committee, it makes a recommendation to myself and the minister about whether it should be accepted or rejected in part or in total. Sometimes it might be

deferred as well, if the committee feels it does not have sufficient information on which to make a recommendation.

We have not taken the \$500,000 and said, "We will give X dollars to certain types of organizations and Y dollars to other types," because it is the first year. We want to see what type of requests we are going to receive and what the pattern may be. In future years, we might set priorities within the \$500,000. At this point, it is completely open to whatever requests come, except that we do not accept capital requests.

Hon. Mr. Ruprecht: In the first year, it is hard to judge what types of requests we will be getting.

Mr. Cousens: Do you get this every year?

Mr. Sauvé: For the length of the decade, until 1992.

Hon. Mr. Ruprecht: We have set aside \$500,000 for each year. The reason that was done was that we had no knowledge of how much the requests would be from the disabled community. As I indicated earlier, the requests are not all in. Out of \$1 million we had to spend, as I was reading to you earlier, \$87,000 has now been committed.

Mr. Cousens: Can you describe what additional awareness activities you will be doing with the \$150,000 that has been allocated for these?

Mr. Sauvé: Approximately \$25,000 of that \$150,000 was spent on the proclamation—the artwork, the layout, the printing and distribution of the proclamation—as well as on the reception that was held on June 18 at the Sheraton Hotel officially to launch Ontario's adherence to the decade. Approximately \$25,000 was spent on the promotion of the event and the promotion of the proclamation itself.

The remaining \$125,000 is the contract that we have awarded to Anderson Advertising, which is an advertising firm. The purpose of that is to promote the ability of disabled persons. It is to show disabled persons in mainstream activities. Sometimes they are portrayed as being somewhat dependent on society. It is to help change the perception of disabled persons in society in general.

It is something like the campaign that was held in 1981, the Label us Able campaign. It is a continuation of that theme to portray disabled people positively. Perhaps one year we might focus on employment and some other year we might focus on leisure activities but for this first year it is going to be a general campaign.

17:10

It probably will not be officially launched until January because the contract was awarded about six weeks ago. The company is coming forward to us with some creative options for our consideration.

Mr. Cousens: Who selected this company?

Mr. Sauvé: This was done according to the new procedures that were instituted by Management Board of Cabinet for the retention of consultants. The actual review board was myself, Jill and our communications co-ordinator, Miss Corelli.

Mr. Cousens: Was it a unanimous decision?

Mr. Sauvé: Yes. We made the recommendation to the advertising review agency, Cam McDonald's board. We sent our recommendation and our evaluations to them and they concurred in our recommendation. Then we had to go to Management Board to get the official authority to proceed. It is for one year only. Anderson is strictly for this fiscal year. Next year we might go with them again, but it would be a new competition.

Mr. Cousens: Had they worked for you previously?

Mr. Sauvé: No. The only other contract that I am aware of that they have with the Ontario government at this time is a contract with the Ministry of Community and Social Services, I think promoting foster kids.

Mr. Cousens: When we look at page 10, under administration, does the increased cost of \$79,400 cover any things we have not described already?

Mr. Sauvé: That is essentially the residual amount of the project budget, the total operating deal we budget. In there would be mailing, telephones, office supplies and equipment, etc.

Mr. Cousens: On page 14, in the secretariat for disabled persons, it indicates in the second-last paragraph, "The secretariat's role in terms of group homes policy co-ordination is under review, and a decision on the location of this responsibility will be made in the course of the year." Can you discuss with me what that really means and what you are doing?

Mr. Sauvé: I can discuss briefly what is happening in terms of the group homes policy co-ordination. If you want to talk about the issue as such, I will defer to Jill, who before her present assignment was the provincial co-ordinator of group homes policy.

Basically, that particular function relates to the activities of the secretariat, but it also involves issues that go beyond the issues of disabled persons. When the old secretariat was dissolved, there were two basic functions that did not fit neatly into the new organizations. There was some uncertainty about where they should be assigned.

The group homes policy co-ordination function was one of those. It relates to our mandate, but it also relates to young offenders, something which does not necessarily relate to us. It also relates to the whole range of tie-in groups of the ministries of Health and Community and Social Services.

We retained a consultant, Smith Auld and Associates, to do a review of where that function would be best located. They came up with two options: (1) it could go to the Ministry of Housing, because it could be integrated into the new social housing responsibility of that ministry, or (2) it could remain with the secretariat for disabled persons, recognizing that the function, which is basically one person, goes beyond the areas of interest we are involved in.

The consultant's report was reviewed and discussed with the Ministry of Housing, and it was felt that rather than simply transferring that function over there, the Ministry of Housing should attempt to clarify where it is going in the longer term in relation to its whole program of socially assisted housing.

Another interministerial committee is hard at work on this issue, of which the group homes responsibility is a small component. This interministerial committee is at the deputy minister level, with a working committee at the policy adviser level, let us say. We are expecting the first interim report around the end of December. The final report of the committee should be forthcoming next June. The committee is looking at the whole issue of socially assisted housing.

Mr. Cousens: Who is represented on that committee at the deputy minister level?

Mr. Sauvé: There is Ward Cornell from the Ministry of Housing—

Mr. Cousens: Is there anyone from this ministry?

Mr. Sauvé: I am. I am at the assistant deputy minister level, but with respect to our office, I am the chief staff person. My equivalent in the office for senior citizens' affairs is also on the committee, as are the deputy ministers of Housing, Community and Social Services, Health, Correctional Services and Municipal Affairs.

Mr. Cousens: What are the terms of reference of the committee?

Ms. Hutcheon: They are looking at the types of clients who should be in supportive community living, the nature of their needs and what kinds of programs are best delivered the way they are now. They are also recommending future options for changing some of the existing programs.

Mr. Cousens: Was this not studied a few years ago? Is this another study on top of a previous one that was done on this?

Ms. Hutcheon: I am not aware of one that was done a few years ago. The government has looked at particular client groups and done studies of various people who are mentally retarded or mentally handicapped, say, but there has never been an overall study that said this is the total range of people in the community with special needs and asked what the appropriate housing options are for them, as far as I know.

Mr. Cousens: What are the terms of reference again?

Ms. Hutcheon: They are looking at the types of clients who should be in community settings, the nature of their needs and the delivery of programs. They are also looking at a very important aspect, which is community acceptance of special-needs clients in homes.

Mr. Cousens: Is there any evaluation of the existing nature of group homes, how they are working and what is needed there?

Ms. Hutcheon: Yes. We are doing an inventory of the kinds and numbers of homes already available and the type of client they are serving, as part of the overall study.

Mr. Cousens: Who is conducting the study per se? Is it an outside agency?

Ms. Hutcheon: No. It is being done by Ministry of Housing staff and all the people on the committee are regular staff persons in their existing ministries.

17:20

Mr. Cousens: Will this become a public document once it is finished?

Ms. Hutcheon: I assume the recommendations will be made to the Minister of Housing and a decision will be made at that time.

Mr. Sauvé: I suspect when everything is said and done it will result in the enunciation of a new policy of sorts. I tend to doubt that the actual report of this staff working group—the deputy ministers act as a sort of steering committee to the staff working group—will actually be made public. It will probably be incorporated into a

cabinet submission that would result in the adoption of some new policy thrusts.

Mr. Cousens: Is the Treasurer on this committee as well? Do you have anyone from Treasury?

Mr. Sauvé: They were asked if they were interested in participating and said they thought they would await the report and have their input at that time. They did not see an ongoing involvement for themselves from the outset. They indicated they would be free for consultation as the group thought it would be necessary. They were to receive the minutes and the reports that are being produced by the working group and go to the deputy minister steering group, but they are not participating actively, nor is Management Board.

Mr. Cousens: It is a very important project. When I was in Guelph on Saturday on some work, I was touching on this issue, and there is a great shortage of accommodation for the disabled in that community. I do not think you have to look too far to see the problem just everywhere across the province, but it was raised as a subject of importance within that community. Is anyone looking at communities such as Guelph to see what is being provided there and what their needs are?

Ms. Hutcheon: That is our provincial group homes co-ordinator. Part of his job is to meet with municipal councils and discuss what their needs are for social housing in communities. Not only do we hear it from members of municipal councils, but we are also in close contact with the social planning councils in communities and with disabled organizations themselves. It is often on that basis we go into a community and ask for a bylaw that will permit a range of group homes to be established so we can deal with one aspect of the problem.

Mr. Cousens: What is your linkup with the federal government on this subject?

Mr. Sauvé: There is not a formal linkup. The federal government would transfer some funds or cost share with the Ministry of Housing in some of their social housing initiatives. Also, the funding for some of the group homes and other facilities may come to the province through the Canada assistance plan. However, the federal government usually does not get involved at that level of detail or at that level of program delivery.

Hon. Mr. Ruprecht: This committee, from what I understand, was also instructed to come up with recommendations that would include all levels of government so that the municipal and

federal governments would be finally involved. What we are talking about here is a co-ordinated policy that deals with all aspects of supportive community living for all of Ontario. The committee will include the aspects of different levels of government, including the municipalities.

I think you are right. I think we all share your concern that something needs to be done so we are not doing it in an incoherent or unco-ordinated fashion.

Mr. Cousens: You go into it in some detail, but not a lot, on pages 15 and 16—

Hon. Mr. Ruprecht: I want to add one more thing because you show great concern here. The recommendations, again from what I understand, will not only include the various levels of government but will also include, and I think rightly so, the private sector. What they are trying to do is to involve all aspects of community living and all aspects of aid and help, including the private sector.

For your information, the recommendations are due in 1987. The committee is due to report to cabinet in June.

Mr. Cousens: In your brief on page 16, what does it mean when it says, "The ultimate location of the group homes policy will be decided upon completion of this work"?

Mr. Sauvé: Right now it is still located in the secretariat for disabled persons. This major review and study that is under way might suggest that it be transferred to the Ministry of Housing.

Hon. Mr. Ruprecht: The question is, where is the essential aspect of the group home policy to be located? Should it be within the secretariat, would it be best with the Ministry of Housing or should it come under the Ministry of Community and Social Services? Essentially, it was felt that when you look at areas, especially those I am familiar with—and you may be too—in Metropolitan Toronto, and I am thinking of Parkdale, there is a need for a co-ordinated policy that falls short of housing, where you have all kinds of plans and programs and people concerned with improving the lot of those who need help, especially in the aspect of housing.

Mr. Cousens: Who is indicating that it could lead to a ministry? Where is that initiative coming from? Do you have a fight going on as to what your ministry will be doing and what Housing will be doing? Is there a territorial battle taking place here?

Mr. Sauvé: No. Actually, I think we were quite in agreement to transferring this responsi-

bility to the Ministry of Housing. They felt that, before they assumed that, they should look at where they are going generally in the overall community supportive living area and not just assume another responsibility from us. But there is no fight.

Mr. Cousens: Once this is taken over by them, which looks as if that is what you are suggesting is going to happen, what influence would you have?

Mr. Sauvé: We would not have a direct involvement with it, but we would continue to monitor what is going on in terms of that area of the Ministry of Housing, and we would participate in any future exercise, study or group where they thought we would be of assistance.

Mr. Cousens: It points up a problem with the mandate of your office in that you are not going to end up having any real influence on any of the areas that affect the disabled. You do not have any control over any of the things; it is just whether certain ministers, Transportation and Communications, Community and Social Services, Health and Housing, have any desire to do it. Your office really has no clout, no teeth.

It is becoming very clear to me that it does not put the level of importance that it should on the job that has to be done in some of these things. You are going to end up having a battle because the money to do what we have to do to get disabled in homes and to allow them to have a life that is meaningful and worth while has to be a priority; there has to be an increased level of awareness. What is happening is that is everyone is doing his own thing but no one has a string on it. I would like to see a situation where you have a string connected to the necks of some of the cabinet ministers and you can tighten up on it so they realize there is an urgent need out there.

I worry. The studying, the analysis and the assessment are going on, but I have a sense that there is going to be a diminishing level of importance on these subjects unless there is monitoring, inspection, follow-through and a level of advocacy. It is not often I agree with my counterpart in the New Democratic Party, but in that role, you have to become more of an advocate. I hope that is going to happen.

17:30

Hon. Mr. Ruprecht: We are. We have given you action after action where we have said we would claim a number of successes. I have indicated to you that this is the first time there has been a focus on the issue of the disabled. We are the focus. We are constantly in touch with the

line ministries, which had not been the case previously. We are in communication with them on issue after issue. I have indicated to you what some of those successes were. We talked about the building code. We talked about one of the major items, which is the change in the Human Rights Code.

Mr. G. I. Miller: You have broken down the barriers.

Hon. Mr. Ruprecht: Yes. We were talking about the Minister of Health and the assistive devices program. We are not breaking down the barriers alone, but you must admit we are making tremendous progress.

We cannot take credit for all the progress that was made in the line ministries. We will take credit for being the focus. We are encouraging the ministries to act; we have invited them to the office. We have made progress in a number of areas. We have been advocating.

When I hear you say no progress has been made and nothing has been accomplished, I believe what you mean is that we should have more power. If you were to ask me whether we should have more power, I would respond that we have been successful on a number of issues and we are going to continue to be successful.

Mr. Cousens: On page 20, you talk about a guide to Ontario government programs and services for disabled people that was published in 1982. What is the status of that one now?

Mr. Sauvé: The guide is updated and reproduced each year. Where do we stand in terms of the latest update?

Ms. Hutcheon: We are about one month from producing this year's guide. We have updated all the material in it. It should go to the printer in about two weeks.

Hon. Mr. Ruprecht: We have provided you with a copy of the previous guide. We have received some letters from MPPs and from the disabled community, and they are thanking us day after day for the information that now seems to flow to them on the availability of programs.

Mr. Sauvé: We produce approximately 60,000 English copies and 6,000 French copies of the guide. These are sent to individual disabled persons on our mailing list or to those who request it. It is a consumer guide.

Mr. Cousens: Page 24 mentions the Premier's awards for accessibility. How many people were nominated? How many submissions came in by August 15?

Hon. Mr. Ruprecht: We can get that information for you. Do we have it here?

Mr. Sauvé: I believe so.

Hon. Mr. Ruprecht: Your question was how many applications came in to the secretariat.

Mr. Cousens: In any case, August 15, 1986, was the deadline for submissions for architects in the Ontario Association of Landscape Architects for projects built or renovated in Ontario since January 1, 1982, and completed, or in their final stage, by August 15, 1986. You were dealing with residential, nonresidential, research and planning. There were different categories. How many submissions were made?

Mr. Sauvé: Jill tells me there were between 15 and 21 in total. We could get you a list of the submissions, if that would be of any use. The jurying took place at the Royal Ontario Museum. I went up there to review the exhibits and to have lunch with the jury.

Similarly, the landscape architects met in our boardroom at 700 Bay Street and we went through the same routine there. I do not remember the specific number of submissions. We could get that for you.

Mr. Cousens: Did you go away pleased with the numbers that had submitted? Was it what you would call successful?

Mr. Sauvé: I think there was a little disappointment that more submissions were not received. Without prejudging what is going to happen next Tuesday when these awards take place, there was really no outstanding submission this year.

We are discussing what we might be able to do next year to improve or change this. One suggestion is that perhaps it should be extended to students of schools of architecture and landscape art and have a school submit a project.

Another suggestion made to us by some of the people who made submissions was that it cost approximately \$5,000 to prepare a submission, a fairly major cost for some architects and some firms. They thought we would get a better response if we provided some assistance for the preparation of the submissions.

Mr. Cousens: Who came up with the idea of this award?

Mr. Sauvé: That was a recommendation of the Advisory Council on the Physically Handicapped. They made the recommendations two or three years ago. It was implemented last year for the first time. This is the second year these awards have taken place.

Mr. Cousens: I think it points up the problem, in a very serious way, that you are able to say publicly at this meeting that the level of

submissions did not live up to the high expectations you perhaps had for them. The number of submissions is not what you would have hoped for. Is there any way you can be more proactive?

You are suggesting you will be doing more to modify the programs for next year but there is also another way of doing it. That is where people nominate architects and institutions making significant moves, so you have the community coming forward and giving it a far greater motivation.

It is one thing to have the high cost of a submission, where probably an architectural firm financed it. You are not going to see it, necessarily, in residential architecture because the dollars are not in it. But if you have the community as a whole becoming involved in that decision-making process, you may see far more. Rather than having an exclusive group saying, "We are looking after the disabled," if it became a more broadly disseminated idea, I think you could instil more interest in the subject. Perhaps this can go back to the advisory council and it can assess some of the needs.

17:40

Mr. Sauvé: We have suggestions from the jury members. We are looking for suggestions. We have been considering suggestions you have made and we will make a decision in the coming months on what we do the next time around.

Mr. Cousens: Has a rating been given to government buildings on whether they are becoming more accessible? For instance, is there any way of analysing this building? Something was ripped down at the front and then rebuilt. What is being done because of your ministry to make government buildings more accessible?

Mr. Sauvé: The Ministry of Government Services is undertaking a survey of all government of Ontario buildings to determine their accessibility and the acceptability of the access being provided. The study is supposed to be completed by the end of December.

Mr. Cousens: Are you involved with the study at all? Is your ministry assisting in any way?

Mr. Sauvé: We are advising but we do not have any architects or engineers on staff. Therefore, we are providing a lay opinion on some of these things but we are not doing the research itself.

Mr. Cousens: Will this become a public document or is this just a secret committee making secret recommendations? Will it be available for public dissemination?

Mr. Sauvé: I do not think it will be public. Government services is undertaking this as one of its projects. I presume it will come up with an implementation plan which it will proceed with over the coming years. Our information indicates that most Ontario government buildings are accessible.

Mr. Cousens: I find this very alarming. On the one hand, you say what you have said and yet they are doing what they want to do. On the other hand, heavily subsidized and heavily funded ministries of the Ontario government do not have a policy to make their services accessible to the disabled.

I go back to the matter of GO Transit and the Toronto Transit Commission. The TTC gets close to 35 per cent of its funding from the Ontario government and yet it does not have any guidelines to fulfil, such as what I would want to see coming from an advocacy group of the ministry. What is being done to influence change in some of these areas?

Hon. Mr. Ruprecht: Our job is to raise the consciousness level. We are doing that. Our office is involved in the accessibility of this building. As I indicated, we are involved with action awareness and our secretariat with the Ministry of Transportation and Communications. We have made progress. As I said at the last meeting, the committee has been established.

Mr. Cousens: What is happening at the university level in training for the handicapped? Have you thought of any incentives for architectural schools to develop projects and provide a certain level of education so that they understand the needs of the disabled?

I find shocking errors in a lot of buildings that are supposed to be accessible to the disabled. A new school in my riding has an elevator in it to provide wheelchair accessibility. Fountains were installed which cannot be reached by children in wheelchairs. Where are the architects coming from now? They are trained, they come out of school and then they build something such as this. As soon as the school opened, they noticed that kids in wheelchairs could not have a drink of water. It was not easy to get to because of the way it was set up. Secondly, that same school did not have washroom facilities for disabled children. There were a few other things involved as well.

Mr. Offer: On a supplementary, would that not have been taken into account under the Ontario Building Code changes recommended by this council?

Hon. Mr. Ruprecht: When was this school built?

Mr. Cousens: Within the last couple of years.

Mr. Offer: The code was changed on October 20, 1986, was it not? I do not know what you are saying on this. I have listened to some of this go back and forth. The new code came into effect October 20, 1986. It came out of the council, it was directed to the minister and it was then pushed over to the Ministry of Housing and found itself in regulatory form on October 20, 1986.

I do not understand your criticism that something built in 1984 does not comply with 1986 standards. If there had been a general election prior to that, then maybe it would have.

Mr. Cousens: My point is still extremely valid. We are talking about a school that has services for the disabled. My point is that if we want to get a head start on it right now, we should go back to the educational institutions and begin there.

I will give you a parallel which is a classic from my activity with senior citizens and the elderly. In the final examination for a student graduating in medicine, 20 per cent of the questions have to do with paediatrics and two per cent with geriatrics or seniors. If we want to start understanding seniors and promoting their needs, we must go back and get the educators and the gerontologists in place and get the front line going.

The same thing is true with housing, residential, nonresidential or whatever. Go right back into the schools so that the training and background are given. In spite of the code that has come out, it is obvious to me that is still not there. Maybe some methods could be found to get the students to participate in this process.

Mr. Offer: Since October 1986 there have been signs of progress being legislated. It is long overdue. The advisory council gives its input to the minister responsible for disabled persons, who then sends it on to, in this case, the Ministry of Housing. I can talk about assistive devices too, but in housing we are making some long overdue changes. I have been involved with people in wheelchairs for 25 years and I would have liked to have seen this type of thing happen 15 years ago. For a lot of people, especially those in wheelchairs, their homes are their prisons. I see some opening of the doors here that is very long overdue. I am sorry I have to say that.

Mr. Cousens: No, that is all right. Perhaps the minister can answer a question for me. How

much involvement do you have with the educators and the schools of architects and landscape architects in the design and improvement of facilities for the disabled? Have you had any conversations or any input in that regard?

Hon. Mr. Ruprecht: Yes, we have.

Mr. Cousens: Tell me what you have done.

Hon. Mr. Ruprecht: We are progressing along the lines I have indicated. We are looking at all the recommendations made by the advisory council. We are progressing with the Premier's awards for accessibility. We have included the landscape architects. There is tremendous progress being made. We are expanding it and even more will be done.

Mr. Cousens: Have you had any contact with the educational institutions themselves, and if so, what?

Hon. Mr. Ruprecht: The universities?

Mr. Cousens: Yes.

Mr. Sauv : The staff of the secretariat has met with the heads of the schools of architecture, raised the issue with them and impressed upon them the need to give greater emphasis to the issue of accessibility for the disabled. That met with a very positive response.

17:50

Mr. Cousens: What institutions did you meet with?

Mr. Sauv : I did not personally meet with them, but the staff of the secretariat did. It would have been the schools of architecture at Ryerson, the University of Toronto, Waterloo, Western and so on.

Mr. Cousens: How recently was that?

Ms. Hutcheon: In the previous year.

Mr. Cousens: Have they indicated since then any specific action plans they would take?

Mr. Sauv : They did not commit themselves to any course of action, other than they thought we had a very worthwhile point to make and they said they would pursue it, not just take it under advisement and forget about it. They thought it was a growing concern that had to be addressed.

One of the members of the jury, Dr. Falta, is publishing an article in *The Canadian Architect*, which has just come out, on the whole initiative of these awards and her involvement with it for the past two years. She thinks it is an initiative of some merit and should be undertaken by the Ontario Association of Architects itself, whereby the association would recognize its colleagues for outstanding achievement in this category.

Mr. Cousens: I think that is excellent and the more it becomes something that non-governmental agencies are recognizing on their own, the better it is going to be, but we in government have to set an example. For instance, I go back to my seniors' concerns. If government really wanted to increase the number of gerontologists, then it could finance more seats within the university environment for those that are going to be involved with gerontology.

One way in which you could make a tremendous impact for the future within architectural and landscape design is to make an investment in the students that are in schools to see that they gain an educational understanding of this. I do not know what our universities are up to on it, but it is obvious from some of these examples we have seen prior to the excellent introduction of this new legislation that architects still are not aware of this. Their mindset has to be changed from the very early stages. You might well be looking at additional things such as having seminars, symposiums and special sessions or holding up some good examples so they can see them.

I wonder what other jurisdictions are doing that we could learn from? Perhaps in Europe, the US or other countries, they have been doing something within their educational institutions that we can learn from. Perhaps we would support some study by our own educators in other countries where we put out some money for them to go and then come back and teach us what they can learn in other places.

I am seeing that as another focus that can help make it happen. That falls under another ministry. The important thing is for you to have your finger on it and to have some kind of reporting back, so that it is not just something we expect to happen but that we make happen by our own initiatives. To me, that can reap benefits for the disabled.

For instance, what is happening within educational institutions? How long have they been operating? Have they been operating prior to this year under the new code or are they just starting now under that code? Would all schools be forced to comply with this code?

Mr. Sauvé: The building code came into effect on October 1986. Since it is a building code, it would apply as such only to buildings built as of now.

Mr. Cousens: Therefore, all new schools will now have to comply?

Mr. Sauvé: All buildings in Ontario will have to comply with these provisions in the building code.

Mr. Cousens: Can a school still say specifically, as some of them have, that it will not comply with provisions for the handicapped because one school is going to be for handicapped or disabled of different kinds and another is not?

Mr. Sauvé: I do not think so.

Mr. Cousens: You are not sure.

Mr. Sauvé: I am not a lawyer, but I would imagine that if there is an Ontario Building Code that applies to all buildings that are constructed in Ontario effective on a certain date, whether or not that building was designed for a specific category of people, it would, like all other buildings, have to comply with the provisions of the building code.

Whether it is a school for disabled students or not, there might be some disabled parents who want to get into that school to talk to their child's teacher, principal and so on. It is accessibility not only for the students, but also for everyone, so I presume it would apply to all buildings.

Mr. Cousens: Going back to existing buildings that are, for instance, educational institutions where there is not accessibility currently, do you have any program to resolve that problem?

Mr. Sauvé: There is no comprehensive program; there are bits and pieces. There are programs in the Ministry of Housing that assist landlords to retrofit their units to make them accessible for the disabled. There is funding in the Ministry of Citizenship and Culture to help certain heritage-type buildings make their premises accessible. There may be other programs of that type, but there is no overall program that addresses what is to be done about the—I do not know how many there are, but let us say 100,000—public buildings in Ontario that were built prior to October 1986.

Mr. Cousens: The grant structure within the Ministry of Education does not reflect the new codes, so it creates a problem in some of those buildings.

Mr. Sauvé: Perhaps it would have until now, but I presume that effective with the new fiscal year for schools, which would be January 1, any capital grants that flowed from the Ministry of Education after that time would include that as a requirement.

Mr. Cousens: Let me ask one other question that has to do with the disabled and accessibility. I have forgotten the year, but the Ministry of Revenue approved a special regulation for home owners who made extensive renovations to make

their houses more accessible for disabled persons. A couple of things were to have happened. One, their assessment would not go up and, two, there was some grant structure.

What happens to the people who renovated before that date? Why has there not been any concern shown to them? They are ending up paying considerably more taxes and having a certain amount of hardship, when they were doing something that had long-term benefits for a person who otherwise would have to be institutionalized or put into another place. Has there been any investigation of that aspect of it?

Mr. Sauv : Do you mean any thought of making this retroactive in some way or another?

Mr. Cousens: Yes.

Mr. Sauv : Not that I am aware of.

Mr. Cousens: I have one parent in my riding who did a very large changeover to his house for a daughter with a severe disability who had to have everything ramped, with elevators and so

on, at high cost. What has happened is that his assessment has increased, his business has decreased and he is having trouble maintaining the cost of the taxes that have been levied on it since. Is that something that could be looked at again?

Mr. Sauv : I imagine so. We have received some correspondence in cases such as that and we have referred it to the Ministry of Revenue and the Treasury.

The Vice-Chairman: Is Mr. Cousens planning to continue next day?

Mr. Cousens: I think we will continue.

The Vice-Chairman: We have another two hours and 46 minutes, which we will probably then complete tomorrow afternoon in the same place. Ladies and gentlemen, we shall see you then.

The committee adjourned at 6 p.m.

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Cousens, W. D. (York Centre PC)
Miller, G. I. (Haldimand-Norfolk L)
Newman, B. (Windsor-Walkerville L)
Offer, S., Acting Chairman (Mississauga North L)
Reycraft, D. R. (Middlesex L)

Witnesses:**From the Secretariat for Disabled Persons:**

Ruprecht, Hon. T., Minister without Portfolio (Parkdale L)
Sauvé, C., Senior Adviser
Banack, A., Manager, Policy Services
Hutcheon, J., Provincial Co-ordinator



No. S-32

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Secretariat for Disabled Persons

Second Session, 33rd Parliament

Tuesday, November 18, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Johnston, R. F. (Scarborough West NDP)

Vice-Chairman: Allen, R. (Hamilton West NDP)

Andrewes, P. W. (Lincoln PC)

Baetz, R. C. (Ottawa West PC)

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Ward, C. C. (Wentworth North L)

Substitutions:

Hennessy, M. (Fort William PC) for Mr. Cousens

McGuigan, J. F. (Kent-Elgin L) for Mr. Reycraft

Clerk: Carrozza, F.

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 18, 1986

The committee met at 3:34 p.m. in committee room 1.

ESTIMATES, SECRETARIAT FOR DISABLED PERSONS (continued)

On vote 3201, Office Responsible for Disabled Persons program; item 1, main office:

The Vice-Chairman: We will proceed with the questioning. I gather Mr. Cousens is not present this afternoon at all.

Mr. Pollock: No.

Hon. Mr. Ruprecht: I had prepared some responses, but since Mr. Cousens is not here, we will forgo them. I am sure he would not mind.

The Vice-Chairman: Presumably, you have negotiated with him on whether he wishes to present them in some other form. Proceed.

Mr. Pollock: My concern is about ramps for the handicapped. In the International Year of Disabled Persons, there were government grants and assistance for ramps for the handicapped. Now there appears to be none.

I am sure this is not a major drawback in the big centres, but I have places in my riding, such as the Royal Canadian Legion in Coe Hill, where they want assistance to put in ramps for the handicapped. I want to hear the minister's comments on whether there is money there, especially for remote areas.

Coe Hill might not really qualify as a remote area. It does not have a population of much more than 500 people. It is trying to provide a service for the people in its area, and it would be quite a burden on it to put in these ramps for the handicapped without any assistance. Does the minister want to comment on that?

Hon. Mr. Ruprecht: Yes, I want to comment on this. First, I appreciate your comments. There are a number of people and a number of institutions interested in providing accessibility, especially the issue you raise of providing ramps for accessibility to institutions, libraries, churches and community halls.

The Ministry of Housing has some money set aside. There is a program in place that allows for renovation grants. The provincial program is called OHRP, the Ontario home renewal program. It is especially designed to look at the

question of a disabled person being able to leave and re-enter a home. That falls under the rubric of the Ministry of Housing.

The availability of physically accessible rental housing for those who may not be in a position to buy their own homes is being looked at right now. The Minister of Housing (Mr. Curling) has made a commitment that 10 per cent of all the public homes being built should be allocated to those with disabilities.

With the Ontario Building Code being changed on October 20, we have made considerable progress in ensuring that any new public buildings in Ontario, such as schools, community centres and so on, must be accessible. Any new buildings will have to come under the category of the Minister of Housing. The Ontario Building Code will then come into effect to insist that the accessibility factor is built into the housing categories.

The Vice-Chairman: For some reason, the system is not picking you up. If you could speak more directly into the microphone and a bit louder, it might come through more adequately.

Hon. Mr. Ruprecht: A number of commitments made through the Ministry of Housing speak directly to the concerns of accessibility for members of the disabled community.

15:40

You may also be interested in knowing that concern has been raised about being able to secure grants for modifications to nonprofit premises, such as community centres and houses of worship, to make them physically accessible for disabled persons. This issue has been raised with us recently via letters and by some of the provincial members of parliament bringing some of these requests to us. We are now exploring with the Treasurer (Mr. Nixon) how to handle these kinds of requests. In the overall program, there are some moneys available for purposes of accessibility. We are exploring with the Treasurer the specifics of ramps to churches and community halls that have already been built.

The Ministry of Citizenship and Culture also has a program which is directly related; it provides funds through the Wintario budget for community centres, but it is somewhat limited.

To sum up what I have just said, we recognize that there needs to be a lot more done in the area of providing some funds for buildings that have not been retrofitted, but I want you to know that as far as the Ministry of Housing and the provisions of the building code are concerned all new buildings should be made accessible. In older buildings, we are now in the process of exploring possibilities other than the programs listed, which may not be sufficient.

Mr. McGuigan: Our previous government had so many millions of dollars for a special access program, probably in the International Year of Disabled Persons. It was my understanding that under that program a legion hall did not qualify, except for the public part of the hall. In other words, one could put in an access to a room that was open to the public but not to one that was a membership meeting room. Is that correct? I see the minister's officials sitting there nodding no. In this case, it does not apply.

Mr. Pollock: I would say it applies because it is a two-storey building. Possibly the ramp to the basement would not qualify, but the ramp upstairs would qualify, because it is open to the public on many occasions. They hold wedding receptions and anniversaries, you name it. I would not say it is the only, but it is one of the main facilities in that hamlet providing community service, a place where the community can meet.

The minister mentioned the Ministry of Housing. Those grants, that assistance, is only for private enterprise, only for housing, is it not? It does not spread out and cover such things as legion halls.

Hon. Mr. Ruprecht: No, but essentially you are correct. It is especially organized for nonprofit housing.

Mr. Pollock: Is there any break in sales tax, for instance, for the materials?

Hon. Mr. Ruprecht: I know of at least two cases of a similar nature. That is what got us going in exploring this with the Treasurer to see whether a fund should be set aside, some tax deductions should be made or some such program should be instituted. You raise a legitimate point.

Mr. Pollock: A chap by the name of Archie Bird, who is a pretty dedicated worker for the Royal Canadian Legion, approached me about this, and I told him I would try to find out. You say you will talk it over with the Treasurer. Could you give me a time when you might be able to get back to me and let me know whether or not you

are going to introduce a new program providing assistance for wheelchair ramps?

Hon. Mr. Ruprecht: We will do better than that. Why do we not get the information from you and look at this case specifically to see whether we are in a position to do something about it with the existing programs?

Mr. Pollock: Okay.

Hon. Mr. Ruprecht: I took your remarks to mean there is a general need throughout Ontario to provide a greater emphasis on accessibility to churches, halls, public facilities and institutions, as well as to private homes, where we have a program in existence.

Mr. Pollock: There might be a general need; in fact, I do not doubt for one minute there is. I know of government buildings that do not have wheelchair ramps going into them. Basically, I am concerned and interested in this one particular building, the legion hall in Coe Hill.

Hon. Mr. Ruprecht: Since you mention government buildings, you may be interested to know there is a study in place at present that will look at the accessibility of all government buildings, including this one.

Mr. Pollock: This one has it now.

Hon. Mr. Ruprecht: This one has it, but it is temporary ramping that has been established. Within the next few years, the province will spend a fairly large chunk of money to bring this building up to date and renovate it. Within the renovation process, moneys and a specific accessibility program have been established for this building. With regard to the ramp we have just established, because the old ramp was not in the best of taste and did not function adequately, we are going to ensure there is a permanent facility that will provide access from the front and not from the rear, and the temporary ramp will be taken out.

The Vice-Chairman: Your specific question has been answered, I gather. Do you have another?

Mr. Pollock: You said to give you the information. Do you want a letter from me or a letter right from the legion in Coe Hill?

Hon. Mr. Ruprecht: Let us get together, and you can give us all the specifics. A letter from the legion might be helpful as well.

Mr. Pollock: Okay.

Hon. Mr. Ruprecht: If you would like to meet next week, we will have a specific look at the request.

Mr. Pollock: That is fine with me. Thanks a million.

Hon. Mr. Ruprecht: I just want to make sure I have not provided you with a promise that we will give you a ramp within two weeks; I just want you to know that.

Mr. Pollock: It is too late to start construction this fall anyway on something such as that, but they are certainly looking for some assistance if assistance is available.

The Vice-Chairman: You and the minister will get together next week. Are there further questions?

Mr. Baetz: I will be very brief, because our party would like to wrap up these discussions in very short order. As my colleague, Mr. Cousens, has already indicated on a number of occasions, we really have enormous doubts about the viability of an office such as this. We question what useful service it can provide and whether it is worth the cost. I know those are rather strong remarks to make, but we cannot help but think it is not really serving a very useful purpose.

15:50

An example I would like to refer to today may illustrate this. There is no doubt that in Ontario over the years we have developed the best emergency health care system in the world. The ambulance service is outstanding. When there are accidents or when people run into emergency situations, the ambulance system is excellent. The emergency centres at hospitals can often deal very effectively with people, certainly as compared to years gone by. We can always improve, but the emergency services have improved considerably. Medical technology has improved in dealing with severely injured people, and so on. There are fewer people dying needlessly as a result of being in an accident and not being looked after immediately.

Having taken the accident victims off the streets, having rushed them to the hospitals, having provided them immediately with excellent short-term health care, the question then in our minds—in my mind particularly—is what happens afterwards? Frankly, we feel a lot more needs to be done in terms of rehabilitation. Rehabilitation is a much longer term sort of thing. It may not be nearly as glamorous as rushing people to the hospital and saving their lives, but over the long haul, unless these people are assisted with the most modern methods of rehabilitation, one has to wonder about the purpose of the exercise. They are still alive, but

they certainly are not leading an acceptable quality of life.

The example I would like to note to bear this out and to show why we think that more should be done in the rehabilitation field deals with a young officer on the Metropolitan Toronto Police, a chap by the name of Brian Murphy. When he was off duty on November 28, 1982, he was in a very severe car accident. He suffered severe head injuries, and for three and a half months he lay in a coma at the Wellesley Hospital. When he finally came out of the coma, the family members were told—

There is quite a smell in the air.

The Vice-Chairman: We are trying to protect you as best we can, Mr. Baetz.

Mr. Baetz: It is from my own colleague here. He is such a valuable member of our caucus that we can hardly crack down on him.

Mr. Hennessy: Do not be so righteous and have a smoke.

The Vice-Chairman: It is not a question of righteousness. There are some other concerns and we are trying to preserve those concerns as best we can.

Mr. Baetz: Anyway, when Constable Brian Murphy finally came out of his three-and-a-half-month coma at Wellesley Hospital, the family was told by the doctors there that nothing much could be done for him any more. In April 1983, he was transferred to Scarborough General Hospital as sort of a basket case. I am sure there is a more polite and a more proper medical term for it. They assumed he would live to his full life expectancy, 72, but that he would never again, in any way, shape or form, be able to look after himself.

Fortunately, Brian Murphy has some very active members in his family. He has a sister, Arlene Jackson, who lives in Ottawa, in my riding—and this is how I got to know about the case—who simply would not give up on her brother. She went to various doctors and pleaded his case. Finally, in February 1984, he was transferred to the Montreal rehabilitation centre where he was given specialized care. After two weeks, he began to speak and made a lot of progress.

A year later he was sent back to Scarborough General Hospital, but once again ran into the attitude that nothing could be done for him, that he would be a totally disabled person for the rest of his life. Very quickly, with that kind of an attitude, he met the predictions. He went back

into a coma and back into very serious acting out. He was in a very bad situation.

Fortunately, at that time there were a few doctors who felt something could be done for this person if he had the right rehabilitation program. There was a Dr. Hancock, who felt a neurological centre in Courtland, New York, could be of help to him and that it was worth an effort to see what it could do. Dr. Proulx of Toronto, a specialist in head injuries, was of the same opinion. It was these doctors and the family members, particularly Arlene Jackson, who kept pushing the Ontario health insurance plan and the police commission, for which he had worked and which was carrying some of the insurance policies for him. The family simply would not give up.

Fortunately, some months later OHIP decided it would finance his rehabilitation program at the neurological centre in Courtland, New York. He has been there for about six months and his recovery is remarkable. He is actually shaving himself, feeding himself and doing all kinds of things the practitioners at Scarborough General Hospital had assessed he would never be able to do. He has been in Courtland for six months; the experts feel he should be there about one year.

Mr. Chairman: I am trying to anticipate the question of the minister to which you are leading.

Mr. Baetz: What are you prepared to do with respect to this kind of case, which leads to lifelong disability? I know you have very little in the budget; you are not into a program. What are you prepared to do vis-à-vis the Ministry of Health to see to it that this kind of medical service, which has been established and is proving its effectiveness in New York, could be established here?

Are you prepared to go to bat on it? What do you think are your chances of success with the Ministry of Health? Do you think this is something that will come out of their budget, so that at best they will listen to you nicely but will do no more? Will they simply be polite to you?

Mr. Ruprecht: It is quite true that when we raise some of these issues that are of importance, as is this one, most of my colleagues are very polite. I want you to know, because you have not been here since the beginning, that we have actually made quite a bit of progress in helping disabled people in different areas to establish themselves and to participate to a much greater degree.

16:00

Mr. Baetz: I have read your report, so you do not have to worry that I have missed out on something you have said.

Hon. Mr. Ruprecht: However, I want you to let me personally give you the good news. Although you are familiar with this because you are knowledgeable in this field anyway, let me tell you in case you might have missed some of the announcements.

There is a whole range of community services that have recently been announced. I am speaking specifically about the attendant care services and the integrated homemakers program, which was announced by the Minister of Community and Social Services (Mr. Sweeney). You must admit that the numbers of dollars are fairly extensive.

The integrated homemakers program, I grant you, provides a level of service that has mainly to do with the nonmedical support services for the elderly. Nevertheless, within the program we also have attendant care outreach, which provides up to 90 hours of nonmedical support, and then we have the support service living units. That has been expanded in terms of providing attendant care, as you know, to a considerable degree. There are 672 attendants. The ministry is expecting to be able to add an additional 100 people to staff. There has been a substantial increase in attendant care.

The Vice-Chairman: Are you saying these services do what Mr. Baetz suggested your program does? Are you leading up to a response that tells us whether the Ministry of Health is contemplating doing something like that kind of project?

Hon. Mr. Ruprecht: The reason I am providing you with this information is that Mr. Baetz asked whether the minister was simply going to be polite or could we expect some action. I have brought out these figures, because we are in constant communication with the Minister of Health (Mr. Elston), the Minister of Community and Social Services, the Minister of Housing and even with the Minister of Transportation and Communications (Mr. Fulton), and we are pressing for increased services.

In these specific cases, and I can give you more but I do not want to take the time at this point, it is clear that the ministers are sensitive enough to expand the programs. We may not be the only people who are encouraging or prodding the different ministers into action, but the point is well taken that the ministers are acting to enhance the programs that affect disabled people. With respect to the specific intimation you have put forth, you know, for example, that spinal cord research needs a stimulus of millions of dollars in terms of providing some of the services and some

of the research that may provide the necessary progress.

The other cases I wanted to talk to you about, the \$2 million that was added to provide attendant care for those people who are in a position to be able to help themselves better is an indication the government is willing to act in that direction. I am simply saying that we are listening, we are hearing what you are saying and we will continue to prod the ministries into action.

Mr. Baetz: I think the reply illustrates very clearly our concern about the role of this minister and ministry. It almost sounds as though he is an apologist for the government. It tells the world what good things are happening for the disabled at present, but there is precious little there by way of the role of an advocate. The short answer to my specific question was whether the minister would go to the Minister of Health and point out that there is apparently a need here. Study it for yourself. Examine the shortcomings here, but advocate that this gap in the service be filled.

From the reply, I gather he is not prepared to do that. He is ready to hear, to listen and what not, but vis-à-vis his Premier (Mr. Peterson), his Treasurer and his cabinet ministers, he does not see strong advocacy as a role. Our party has very little confidence in the effectiveness of this ministry and of this office, and at that we rest our case.

The Vice-Chairman: Are you prepared to proceed to a vote? Are there further questions from the opposition? Are there further questions from the NDP?

Mr. R. F. Johnston: I have one comment I did not get to make in the House. In my disappointment in this ministry, I am almost tempted to vote against your salary in terms of the principle involved, except that there is a need for public relations. We might as well be having you do your PR work, but to think that you are in any way having a major impact on the lives of the disabled in this province is something of which I have seen no evidence.

I am going to test you with one piece of personal advocacy to see if you can even do that sort of thing. Maybe I will start directing cases to you if you can do that. I will leave it with you, and then we can go to the vote if you want. I do not want an answer on this case today. I just want to see if you can investigate it and solve the person's problem. If that is the case, maybe there is another use for you that I have not noticed up to this point.

It is a case that is not unusual, in the sense that it is an older person who now has an older disabled child. She is a woman who has been widowed for 20 years and has a wheelchair-bound son who is epileptic and a deaf-mute, who is 39.

She lives in Toronto. Her son goes to Participation House, 9 Butternut Lane, in Markham. The difficulty is in getting him from the home in Toronto to Markham on a regular basis to participate in the program. His name is Larry Gordon Baker. I would be glad to give other information off the record, such as phone numbers, addresses and things, so that it is not on the public record.

Essentially, this person is finding he cannot get volunteer drivers through the Red Cross to take him on a regular basis and he cannot get Wheel-Trans to take him past the border. The cost is prohibitive for the family. His income is only \$436 a month. They cannot afford to have him go more often, even though he could go every day. As far as Participation House is concerned, it would like to have him there every day.

I would like to see what you can do in terms of advocacy work for this individual to set up something which allows him to maximize his capacity. You can get back to me on that. I will be very interested to see what your results are.

Hon. Mr. Ruprecht: Sure. I would love to do it. However, I want to ask you a question before we come to the vote. You are saying that you are providing cases. This office is handling many different cases, not necessarily of this kind, but obviously the whole range of problems for the disabled are coming to this office. Would you be prepared to say, if I understood you correctly, that we are doing a job and there is useful purpose to what I have indicated to you we are in the process of doing already.

Mr. R. F. Johnston: I told you what I think the limitations are on what you have done. I have never gone to you for assistance with a case. I have always taken it through line ministries, or I have advocated myself and got the results myself. We act as advocates, each one of us as members.

I will ask you some more policy questions such as I asked you the other day if you want, but I will get the same type of answers on your noninvolvement and nonunderstanding of what is going on. I do not intend to use my time that way. From now on, I will go to line ministries if I want information, because I can get more from them than I can get from you. I want to see whether you

can even do advocacy work, because I have never tried you. I want to see whether you can actually do that on an individual basis.

Hon. Mr. Ruprecht: All right.

The Vice-Chairman: Does that mean we are ready to proceed with the vote?

Hon. Mr. Ruprecht: If you do not mind, can I make some closing remarks?

The Vice-Chairman: I am not sure that this is usual. We have opening statements and responses, we get into a discussion on the vote and then we have a vote. You will have other opportunities to speak on all these issues in the House and elsewhere. I think members would like to proceed to the vote, if I hear them correctly. Does item 1 carry?

Item 1 agreed to.

Items 2 and 3 agreed to.

Vote 3201 agreed to.

The Vice-Chairman: This completes the estimates for the Office Responsible for Disabled Persons. Shall the estimates be reported to the House?

Agreed to.

The Vice-Chairman: I want to thank you all for your participation. I presume we will carry on in the House many of these dialogues and debates that have arisen here in committee item by item, day by day. At this point, the committee stands adjourned. We will be meeting on Thursday to deal with senior citizens. We shall see members of the committee here at that time.

The committee adjourned at 4:12 p.m.

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Pollock, J. (Hastings-Peterborough PC)

Witnesses:

From the Secretariat for Disabled Persons:

Ruprecht, Hon. T., Minister without Portfolio (Parkdale L)



No. S-33

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Senior Citizens' Affairs

Second Session, 33rd Parliament
Thursday, November 20, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, November 20, 1986

The committee met at 3:29 p.m. in committee room 1.

ESTIMATES, OFFICE FOR SENIOR CITIZENS' AFFAIRS

Mr. Chairman: I call the committee to order. Today, we are dealing with the estimates of the Office Responsible for Senior Citizens' Affairs. The vote is vote 3301. We have 10 hours scheduled. As you know from recent occurrences in the committee, it is not necessary to fill the 10 hours unless you feel so inclined. We usually start off traditionally and we will do so again today with a statement by the minister responsible, Mr. Van Horne.

Mr. D. S. Cooke: Responsible for what?

Mr. Chairman: That is what he is going to tell you, Mr. Cooke.

Hon. Mr. Van Horne: I have not sat in a committee for a little while. It is nice to come back to these confines.

Mr. Chairman: It is womb-like, is it not?

Hon. Mr. Van Horne: That is right. I feel as if we are just sitting here gestating or something. At any rate, the estimates are always a good opportunity to have a debate or discussion in something less than the atmosphere and, at times, the pressure of the House.

Let me begin by asking a question or two so I am sure I understand the modus operandi. If I am not able to get into all the detail of a question posed, I assume that I can call on staff to supplement my comments.

Mr. Chairman: Let me go through how we normally proceed. You would make your openings and then the Conservative critic and the New Democratic Party critic would make their opening remarks. You would then have a chance to respond to them, and you might choose to do so in a general way or as specifically as you would like at that time. There can be interchange, but I try to make sure there is none when people are actually making their opening statements. Sometimes it works and sometimes it does not.

Following that, when we move to the line-by-line, more detailed questioning, it would be appropriate to have people from the office come up and speak, or if it is even more detailed than that, you can say you will try to provide it the

next day. Something like that can often be provided in writing after the fact, by agreement.

Hon. Mr. Van Horne: Thank you very much. Before I start my comments, I will introduce the people who may well be called upon then, if I may.

As Minister without Portfolio, the technicality of our parliamentary system is that I have as my first line of administrative staff not a deputy minister but a special adviser who in many ways acts as a deputy minister. The special adviser is Glen Heagle who is on my left here. He was previously with the Ministry of Health and spent some time in the Ministry of Community and Social Services and one or two other places.

Mr. Chairman: He has had a sordid past; there is no doubt about that.

Hon. Mr. Van Horne: I think he is known to quite a few of you.

On his left is Dorothy Singer who has been with us for, I am not sure how many months, but perhaps close to half a year. She has been with the government for some years. I do not know exactly how many.

Mr. D. S. Cooke: Is that how specific your answers are going to be?

Hon. Mr. Van Horne: You are going to have a delightful time with me.

Mr. Chairman: That was just discretion on Dorothy's behalf.

Hon. Mr. Van Horne: I am not going to tell you how old she is either, nor her phone number.

Virginia Ariemma is in the general audience seats. John Nywening is over here on my left. There are a few other staff members who will be observing and learning. With the relatively new situation, I have some relatively new people who are helping and yet learning as we go along. Those are the four main support staff we have in so far as questions are concerned.

Having said that, let me begin my comments. Mr. Chairman and members of the committee, it has always been said that the way a society treats its elderly says a great deal about that society's values and ideals. In his first statement to the Legislature last July, the Premier (Mr. Peterson) committed our government to the task of developing "an efficient, affordable and sensitive system of caring for the aged." I am sure all

committee members will agree that his statement reflects all our citizens' positive feeling towards our senior society.

As you well know, the number of people over age 65 is increasing dramatically and will continue to do so well into the next century. While most people are aware of our ageing population, what is not fully appreciated is the magnitude of this trend and its implications for our society and our government.

Ontario now has approximately one million citizens over the age of 65. That is about 11 per cent of our total population. By the turn of the century, there will be more than 1.4 million seniors in this province, representing 14 per cent of our projected total population. Further, by the year 2030, one in four Ontarians will be senior citizens.

I might add in parentheses, as society is struggling with early retirement and a few other factors, we may well be inclined to review that definition of senior backwards from age 65 into a lower age group, 60 or 55. However, that is simply an aside.

Furthermore, the greatest increases will be at the oldest age levels. For example, the number of seniors aged 85 and over will more than double by the turn of the century.

The vast majority of our senior citizens live healthy and active lives and continue to make important contributions to society. They greatly enrich the lives of those around them because of their wisdom, their experience and their outlook on life and the world. Many enthusiastically involve themselves in new activities and projects, things they may never have had the time or opportunity to enjoy during their working years. Many make important contributions to their communities as valued volunteers for any number of good causes.

Simply put, our senior citizens are healthy, active and productive members of society. However, it is important to recognize that age does produce new circumstances. Some seniors require a different mix of programs and services. There is no question that the utilization of health and social services increases with age. The pronounced growth in the absolute number of senior citizens, and particularly the older elderly, will require expansion of many existing services and will create a new generation of needs.

Thus, the challenge we face is to ensure that Ontario has an appropriate and responsive system of services for its senior citizens both now and in the future. As minister for senior citizens'

affairs, it is my job to work with and assist my colleagues to meet that challenge.

I would like to give you some background. The Ontario Liberal Party's concerns about the ageing of our society did not suddenly materialize when we formed the government of this province a year ago last June. As the official opposition—I would not like to say for how many years—our party has always stressed the need to improve services for seniors. We began studying seniors' issues in detail in the early 1980s.

In 1982, we established a task force to examine the state of health care in Ontario. This group, of which I was a member and which was under the chairmanship of the then Health critic, Sheila Copps, observed in our report—and the report's name is not in your notes, but it was called *On the Critical List*—that there was a need for government to address itself to several issues, including geriatric and mental health services.

The task force report was followed by other studies, culminating in a research document released by the Liberals in June 1984. This document, entitled *Options for Living*, reflected our position that new directions were essential and that merely adjusting or, as the document said, "tinkering with" the system was not going to be enough. The government of the day was urged to make the restructuring of services for the elderly a priority.

About a year after this research document was released, a change of government enabled us to address the challenge of developing a more appropriate system of services for Ontario's elderly, which brings me to my role as minister for senior citizens' affairs.

Our new Premier quickly demonstrated our commitment to Ontario's senior citizens by appointing a Minister without Portfolio responsible for senior citizens' affairs. My appointment was an unprecedented step, marking the first time an Ontario government or any other government in Canada had designated a minister with special and sole responsibility for senior citizens' affairs. I am proud to be part of a government that has recognized the elderly in our society in such a tangible way.

15:40

I am particularly honoured to have been given this responsibility and to be the first minister for senior citizens' affairs at a time in our history when such significant changes are required to meet the needs of our growing population of elderly. I must say I am rather enjoying the novelty of being one of a kind, but I doubt that I will be alone much longer.

My initial mandate was to undertake a full review of all programs and services for seniors in the province and to develop a strategic policy framework for future planning and implementation. I started this review with a round of consultation meetings that put me in touch with senior citizens and service providers across the province. Throughout the consultation process, senior citizens as individuals and as representatives of seniors' groups participated enthusiastically, frequently remarking how pleased they were to be asked their opinion at last.

I strongly believe it is imperative that we involve senior citizens in decisions affecting their lives. Consequently, the first consultation meeting I held was with the presidents of the 14 provincially based senior citizens' organizations. They are not listed here, but let me identify a handful of those who attended: United Senior Citizens of Ontario Inc., Seniors' Talent Bank of Ontario Inc., a retired teachers' representative, the Toronto Mayor's Committee on Ageing representative and the list goes on.

I am also in regular contact with the Ontario Advisory Council on Senior Citizens. I put this comment in to stress the importance of the role those people play. The council, which reports directly to me, has a distinguished record of providing excellent advice to the government of Ontario. Since my appointment, I have requested advice on several issues and have received reports on issues such as health promotion, Alzheimer's disease and elder abuse. I am pleased with the good working relationship I have with the various seniors' groups and with this council, and I am grateful for their active role in my consultation process.

Going back to last summer, I visited 14 different communities during my consultation tour. From the beginning, it was clear that the greatest areas of concern among senior citizens were health and social services. Thus, I began my review by examining programs and services offered by the Ministry of Health and the Ministry of Community and Social Services.

I have to interject again to make clear where we started from. In the first few days, I attempted to scan all the research available, all the written material I could on service for seniors. I felt perhaps we could address more than the issues of health and social service. I spent some time looking at what little was written on transportation, housing, income support systems, etc., but once we got into the actual visiting and consultation process, it was abundantly clear that

we had to limit our activities to those two major ministries and leave the rest for a later study.

Members recognize how complex health and social service issues are and they know it was critical that we study these issues before proposing a plan of action. During our tour of August and September 1985, it was obvious that some issues could be acted upon before our report was completed. These were issues that required urgent action, and we acted as quickly as we could get the approval process through the various committees of cabinet, which led to the January 1986 initiatives.

The January 1986 initiatives were in response to what I had been hearing during my consultation tour in the summer of 1985, that more than anything else, our seniors want to remain living in their own homes. Therefore, we immediately set out to expand and improve community services for seniors.

Our first step was the staged implementation of the new integrated homemaker program. The program makes homemaking assistance available to seniors free of charge. Eligibility is based solely on need. Neither medical nor financial tests are required. Where a need is established, homemakers go into the clients' homes to do light housekeeping, help with cooking, laundry, shopping, and perform other personal services. This kind of support is critical to many people, making the difference between self-sufficiency and institutionalization. In the long term, homemaker services can greatly improve the overall quality of life for seniors.

This program is funded by the Ministry of Community and Social Services, but it is delivered through the local home care units of the Ministry of Health. This arrangement was done deliberately as a first step towards a one-stop shopping approach to services for seniors. It is also an excellent example of the kind of co-operation it takes to respond effectively to the needs of seniors.

This government intends to make the new integrated homemaker program universally accessible across the province by progressively phasing it in during the next few years. We started with six initial projects, which I am pleased to report were all implemented by June of this year. It is worth noting too that the previous government had been promising this program for five years, but we established the pilot projects in less than one year.

Last January, we also recognized the urgent need to expand and strengthen other community support programs. This too was largely in

response to the input we received during the consultation tour. Eleven million dollars was allocated for the expansion of a number of community support programs. Some of these are as follows:

\$2 million at the time of the announcement, plus an additional \$3.1 million at the beginning of the 1986-87 fiscal year, for extension of existing community support services such as Meals on Wheels, escorted transportation, friendly visiting and home help;

\$750,000 for operating costs for 50 additional centres for elderly people in various communities throughout the province, the elderly persons' centres program. These centres play an important role in helping seniors overcome isolation and in encouraging them to be active and involved in community activities;

\$200,000 for volunteers, who play a vital role in the delivery of home support services for seniors, particularly those living in isolated and rural areas. Part of this money was for an increase in out-of-pocket expense payments for volunteers, part for the recruitment of more volunteers and part for the establishment of new Seniors' Talent Banks throughout the province, where seniors can offer their accumulated experience and expertise to help others;

\$735,000 to establish special home support services for elderly people in isolated communities, particularly in northern Ontario;

\$1 million to fund projects related to Alzheimer's disease, including provision of day care for those with the disease, relief services at home for families caring for someone with the disease and counselling and training for care givers. These projects are being developed with the co-operation of local Alzheimer's societies;

\$1.6 million for special funding of public education to encourage more positive public attitudes towards ageing and the aged and for the recruitment of additional volunteers for agencies serving the elderly; and

a further \$1.6 million to increase the provincial share of funding for agencies from a minimum of 50 per cent up to a maximum of 60 per cent of their operating expenses.

Together, these initiatives cost an estimated \$18 million, a clear indication of this government's intention to significantly expand and improve community services for Ontario's senior citizens.

While we were responding to these urgent concerns, we were also proceeding with a review of health and social services for the elderly. The result of that review was a white paper tabled in

the Legislature on June 2, 1986. The paper, called *A New Agenda: Health and Social Services Strategies for Ontario's Seniors*, is well named. It does in fact put forth a whole new agenda for health and social services for Ontario's elderly. I believe it is the first time a government has published a document that sets out a broad, strategic plan that will serve our seniors now and in the future.

15:50

Mr. D. S. Cooke: Did you read Margaret Birch's?

Hon. Mr. Van Horne: I will comment on that later, if you wish. Are you referring to the elderly services paper, white with blue print on the cover?

Mr. Chairman: I try to let people make their statements and answer questions later on.

Mr. D. S. Cooke: I was just thinking out loud.

Mr. Chairman: It is a good sign, at least.

Hon. Mr. Van Horne: Let me go back to my prepared text.

This white paper is not a technical paper, nor was it meant to be. Rather, it is a blueprint for action. Like the January initiatives, the white paper was developed in large measure as a response to issues that were identified during the consultation tour in the summer of 1985. I cannot emphasize too strongly how important I consider the grass-roots perspective of seniors to be. Their concerns and ideas continue to give me a clear and realistic view of their needs.

Now I would like to talk further about our plan, *A New Agenda*, and go into some detail on its five strategies. The central theme of the white paper is to help seniors live active and independent lives in their own communities. By doing so, we will also prevent unnecessary institutionalization. The white paper was based on the realization that ad hoc and fragmented services will not do the job. Services for the elderly have to be planned, implemented and delivered in a comprehensive and holistic manner. I would like to review the five strategies.

The first strategy is to improve and maintain the functional status of all Ontario's senior citizens. This strategy proposes improvements in health promotion and illness prevention programs for the elderly, enhancement of geriatric training and education, ensuring an adequate supply of geriatric specialists in all disciplines and, finally, encouraging basic and clinical research on the ageing process and related diseases.

The second strategy is to assist the elderly to live independently in the community by significantly expanding and improving community services, with priority given to northern, underserved, rural and remote areas, and by improving accessibility and delivery of community services through a single-access or one-stop shopping approach.

The third strategy is to enhance geriatric care in acute and chronic hospitals. This involves the introduction of regional and geriatric units across the province and the development of specialized outpatient and inpatient services, including day hospitals and outreach clinics, and finally, the expansion of rehabilitation and convalescent services for the elderly and chronic care facilities.

The fourth strategy is to ensure high-quality, long-term care for those who are no longer able to live independently in their communities. I started off by saying that the central theme of the white paper was to assist the elderly to remain in their own communities. However, we have to recognize that, for a small number of seniors, this will not always be possible. Accordingly, it is necessary to ensure appropriate and high-quality care for those who cannot be maintained in the community. Therefore, the main thrust of this strategy is the revision and rationalization of the extended care program, beginning with the development of new, comprehensive, extended care legislation. A complementary study of care requirements and homes for the aged and nursing homes will also be undertaken. Another key aspect of this strategy will be to ensure that the quality of care in rest homes is regulated.

The fifth strategy is the introduction of comprehensive planning and management of health and social services for the elderly at both provincial and local levels. Provincially, we have taken the first step by appointing a Minister without Portfolio responsible for senior citizens' affairs. At the local level, there is a parallel requirement to ensure comprehensive planning and management of health and social services. Accordingly, we plan to explore the feasibility of assigning to appropriate local authorities the responsibility for the planning and management of community services.

These are the five interrelated strategies contained in the new agenda. However, we did much more on June 2 than simply release a policy paper. That same day, my colleagues and I announced a complementary round of initiatives in direct support of our new agenda.

The Minister of Colleges and Universities (Mr. Sorbara) announced plans to establish a multidisciplinary department of geriatrics at an Ontario university. The purpose of this department is to enhance education in all areas of geriatrics and to increase the supply of geriatric professionals. This department will be progressively developed, beginning with geriatric medicine in 1987-88 and with other professional program areas being added in subsequent years. Members of the committee will be interested to know that the request for proposals for this department went out to Ontario's five health science centres two weeks ago.

The Minister of Community and Social Services (Mr. Sweeney) announced three initiatives. The first was an expansion of the new integrated homemaker program from six to 16 communities. In keeping with this government's goal to expand and improve other community services, Mr. Sweeney announced immediate increases in funding to expand home support services, such as Meals on Wheels, and a further increase in the provincial share of operating costs for home support agencies, from a maximum of 60 per cent to a maximum of 70 per cent. The increase takes effect in April 1987.

My colleague also announced an additional \$3 million in funding for community services for victims of Alzheimer's disease. Part of this funding will be used to experiment with innovative approaches to providing small, homelike settings for victims of Alzheimer's who can no longer be cared for by their families.

The Minister of Health (Mr. Elston) announced plans to establish five regional geriatric units in teaching hospitals. These multidisciplinary units will serve as core geriatric resources and will provide specialized community and inpatient services for the elderly. They will be developed in two stages, with full funding by the fiscal year 1987-88. He announced increased funding to improve programming for the elderly in 12 existing community health centres in Ontario and committed his ministry to encouraging the development of specialized community health service centres that would be primarily oriented towards serving the elderly. The cost of this first round of white paper initiatives is estimated at \$13.5 million in this fiscal year; the annualized cost is \$32.5 million.

I would like to take this opportunity to express my appreciation for the co-operation I have received and continue to receive from my colleagues Mr. Elston, Mr. Sweeney and Mr. Sorbara. The initiatives my colleagues and I

announced in support of the white paper are just the beginning of the long-term process of creating an appropriate system of services for Ontario's senior citizens.

I would also like to point out that the white paper generated a number of future initiatives which I will be undertaking in close co-operation with my colleagues. My new role in policy development now includes the following areas: a one-stop shopping approach to community services for the elderly; an extended care act; a complementary study of care requirements in homes for the aged and nursing homes; and regulation of the quality of care in rest homes.

16:00

Members will notice the staff complement for the Office Responsible for Senior Citizens' Affairs has been increased. This is in direct response to my expanded policy role, which I would now like to review.

The first of these areas is the one-stop shopping approach to health and social services for seniors. At present, community support services are provided by a wide variety of dedicated service agencies. However, no single agency has either the mandate or the resources to conduct comprehensive functional assessments or to co-ordinate fully the delivery of a wide range of services for the elderly. Similarly, no agency has sole responsibility for monitoring changes in an individual's situation and arranging modifications in the range, type or intensity of services provided as needs change.

Consequently, some senior citizens never have the benefit of a comprehensive assessment and others, or their families, go from agency to agency in an effort to obtain appropriate services. There is a need not only to improve access but also to provide a more comprehensive approach to the delivery of community health and social services.

We intend to assist the elderly to obtain appropriate services through the development of an integrated one-stop shopping approach which will (1) serve as a single point of entry for community services, (2) provide comprehensive functional assessments, (3) provide or arrange necessary services and (4) monitor and adjust services as needs change.

We are developing this single-access approach to services for the elderly on a pilot project basis. We expect to announce the first pilot project next fall or, as I have put it in my own words, earlier if at all possible. As I indicated earlier, we plan to vest responsibility for the pilot project with an appropriate local authority.

My second area of responsibility is development of an extended care act. As you are aware, the provision of extended care for the elderly is a complex matter in Ontario. There are currently three different types of extended care providers: nursing homes, homes for the aged and charitable homes for the aged. Each has a different funding mechanism, different staffing requirements and different standards of care and inspection processes.

It is my responsibility to prepare new legislation to rationalize and significantly improve the extended care program in this province. It will be a single, comprehensive act that will apply to all providers and establish uniform criteria in such areas as inspection services, programming, staffing, quality of care and building standards.

When we begin developing this legislation in January, particular attention will be devoted to improved standards of care and activation, more effective controls and increased accountability. We will also consider such issues as community involvement and volunteers, continuing care communities, the feasibility of a more uniform system of funding for extended care and improved assessment and placement procedures.

Naturally, the extended care act will be developed in co-operation with my colleagues. It is an extremely important piece of legislation, and we are determined to ensure it addresses existing and emerging issues.

However, I want to assure the members that this government recognizes there are certain issues in the nursing home program that must be resolved immediately. As you are aware, this fall the Minister of Health announced \$14.3 million to improve continence care, activation programs and in-service training in nursing homes. The Minister of Health is also preparing amendments to the Nursing Homes Act, which will address a number of these issues including ownership, financial disclosure and the quality of life in nursing homes.

I am also responsible for undertaking a complementary study of care requirements for residents in homes for the aged and nursing homes. We will be doing this study in co-operation with the Ontario Nursing Home Association and the Ontario Association of Homes for the Aged. Information generated by this study will be used to address care requirements and other related issues in the new extended care legislation. I am sure you are familiar with what I am talking about there, and you may want to discuss that in a little more detail.

My fourth area of responsibility is to develop regulations to govern the quality of care in rest homes. As the members know, there are currently no provincial guidelines or regulations establishing standards of care in rest homes, although they are subject to public health standards and fire and building regulations. Some municipalities have addressed this situation by enacting special bylaws; however, the issue has not been adequately resolved throughout Ontario. It is our intention to take the necessary steps to ensure rest homes are subject to appropriate regulation.

I am planning to launch all four of my policy initiatives early in the new year. These initiatives will be undertaken in close co-operation and with the assistance of my colleagues. In keeping with our commitment to open government, these initiatives will be carried out on a consultative basis. In the case of one-stop shopping, we will be consulting in 20 communities in different parts of Ontario.

In addition to my policy responsibilities, I will be continuing my review of provincial programs for seniors. The next two areas I will be looking at are housing and transportation. I might add we are also very concerned about income support systems and will be giving some consideration to that theme. In this context, I will be working with my colleagues the Minister of Housing (Mr. Curling) and the Minister of Transportation and Communications (Mr. Fulton). The Minister of Municipal Affairs (Mr. Grandmaître) must also be consulted in this process.

In conclusion, as I indicated at the beginning of my speech, this government has a firm commitment to the elderly of Ontario. It had that commitment long before taking office. I would like to summarize briefly what we have accomplished in the past few months. First, the Premier appointed a minister for seniors' affairs. Next, for the first time, this province has a broad strategic plan for health and social services for Ontario's senior citizens. In support of this plan, we have significantly expanded community services for the elderly, and while I will not go into detail, I would like to make three points.

First, not only have we moved to implement the integrated homemaker program; we have also progressed far more rapidly than originally planned. The program is already operational in six communities, and 10 more have been approved. This means the program will be available in 16 of the province's 38 home care units.

Second, since January 1986, we have doubled the funding for home support services.

Third, when we came to power there was only one community Alzheimer's program in Ontario, and it was a demonstration project. Recognizing the importance of community services to Alzheimer's victims, we have provided operational funding. To date, 27 community Alzheimer's projects have been approved; 20 are already operational. Next, we have laid the foundation for major improvements in geriatric education and manpower through establishing a multidisciplinary department of geriatrics. In keeping with our commitment to improve geriatric services, we are establishing five regional geriatric units.

We have also taken action in the area of senior citizens' housing. This spring, my colleague the Minister of Housing announced funding for approximately 1,900 new nonprofit units for senior citizens.

Developing an appropriate system of services for the elderly of Ontario is an immense task that cannot be accomplished overnight. I would be the first to acknowledge there is a great deal more to be done. However, we have made a good start, and our 1986 initiatives are only a beginning.

We are firmly committed to implementing the strategies of the white paper, and a great deal more will be done.

16:10

[Applause]

Mr. Chairman: I note the spontaneous eruption of applause from Mr. Miller.

Mr. G. I. Miller: I thought the chairman would follow along with me.

Mr. Chairman: I usually do follow along totally.

Mr. D. S. Cooke: Maybe he has a question.

Mr. G. I. Miller: I do not have questions—

Mr. Chairman: Mr. Miller always has me on side.

Hon. Mr. Van Horne: He is a great member.

Mr. Chairman: He is a great member; there is no doubt about that. Mr. Dean, you now have the privilege of reading your statement.

Mr. Dean: I am afraid I do not have copies for everybody. We have a tight budget. There are copies for the chairman, the critic, the minister and the clerk.

Mr. D. S. Cooke: Our budget is so meagre, I do not have a copy of mine for anyone.

Mr. Chairman: I was born in a shoebox on the prairies. Before we all plead total poverty here, let us proceed.

Mr. Dean: Rather than going into a lengthy monologue filled with rhetorical questions, as we are so often subjected to in the estimates proceedings, I would like to give an overview of some of the concerns I have regarding the Office Responsible for Senior Citizens' Affairs specifically and the gamut of the so-called seniors' issues in general.

I have three broad areas of concern that I would like to discuss with the minister as we proceed through our allotted 10 hours of debate, or as you suggest, Mr. Chairman, maybe it will not be 10 hours. I do not know how you arrange that. I thought this was set in concrete.

Mr. Chairman: I leave this entirely up to the critics.

Mr. Dean: I am interested in discussing the composition of the Office Responsible for Senior Citizens' Affairs and its rather healthy budget. Second, I would like to go into the details of the minister's much-heralded white paper *A New Agenda*. Third, I want to get into some discussion of those issues of concern to seniors that the minister did not discuss in his white paper but promised he would discuss at some later date.

My first concern, the composition of the Office Responsible for Senior Citizens' Affairs, stems from the rather extensive budget being put forward today by the minister. I would like to have the minister justify the increase in his budget from \$1.3 million to more than \$4.2 million. It seems to me this is a rather significant expansion of the office, and yet as far as I can see, the people of this province who are paying for all this, and particularly the seniors of this province, are not receiving a great deal more for their money.

Of this \$4.2 million, some \$1.9 million is allocated for staff salaries and benefits alone. There seems to have been an overall increase in the staff of the office of 30 people, in addition to the approximately 20 people who were there before. The mathematics may not be quite correct. It was hard to figure out from the meagre information of the 30 people provided just how many of them were new. By my count, that makes the staff of this office to be in the neighbourhood of 50 people, and I would like to discuss with the minister some of the details of why he needs 50 people, and why he has significantly more than doubled the size of his office.

As part of this whole discussion about the nature of the office, I would like to find out exactly what this minister does. I see in his statement that he has made an attempt at that.

This government has eliminated the provincial secretariats, which in addition to managing the various offices such as the Office Responsible for Senior Citizens' Affairs, also played an important policy co-ordination role.

I know the members of the third party failed to recognize the usefulness of the secretariats, but perhaps that is because they never had the opportunity to form the government of this province and thus they do not realize the difficulty of managing the activities of 25 or 30 ministers and their ministries. This government has decided the Premier's office is a more suitable vehicle for this co-ordination rather than broadening the decision-making process.

Be that as it may, my point is that instead of running the secretariat for disabled persons, the seniors secretariat and co-ordinating ministerial activities as did the previous Provincial Secretariat for Social Development, this minister has to deal only with the Office Responsible for Senior Citizens' Affairs. Given that he is devoting his full time to this area, I would like to discover just what he is doing. Outside of the white paper, which is a pretty thin document, we have heard very little from him in the year and a half that he has held this office.

I would like to know how the minister views his role. Again, he has given some of his views in the statement he made, but is he an advocate for seniors, an administrator of programs, a developer of policy, some kind of combination of these roles or something else? I am not clear on how the minister and the government view the role of the Minister without Portfolio responsible for senior citizens' affairs.

The second general concern I am interested in pursuing during these estimates is the minister's white paper on health and social service policies for seniors that he has called *A New Agenda*. Incidentally, I must tell the minister I found the underlining of "age" in agenda to be frightfully clever; too cute by a half. He is obviously getting his money's worth out of his \$1.4 million worth of staff.

My concern is that I have seen very little action by the government to implement this plan. I repeat it to emphasize it: Since it was released last June, there has apparently been very little action on implementing some of the promises included in that white paper.

In the area of extended care, we are promised legislation governing these facilities, a major revision and rationalization of the extended care program and a joint effort with service providers to review long-term requirements. To date, I

have yet to see any indication that any of these things are being accomplished.

In our party's discussion paper on services for seniors, entitled *Care for the Elderly*, we proposed the establishment of a multidisciplinary department of geriatrics at an Ontario university. I was pleased to note that the minister thought the idea was so good he included it in his new agenda. However, since the release of the paper and the accompanying statement from the Minister of Colleges and Universities (Mr. Sorbara), we have heard nothing from the government on this promise.

In the area of rest homes, we are promised that these institutions will be made "subject to appropriate regulation," to quote the statement. Again, there has been no apparent action.

In the area of health promotion, the white paper promises the development of programs in consultation with the elderly, professional groups, the federal government and other interested parties. However, in March 1986, the Ontario Advisory Council on Senior Citizens provided the minister with a 25-page report on health promotion, an excellent report by that excellent body. Again, there has been no apparent action.

These are just a few of the promises made by the government's white paper on services for seniors, which I am concerned are not being addressed, as far as can be seen by outsiders. As we get into the specific questioning of the minister, I intend to pursue these issues, along with many others, in an effort to discover the exact extent of the action taken by the minister and his government to implement their white paper's promises.

The minister will no doubt tell us that things are proceeding, that the universe is unfolding as it should and that these policies and programs are being developed as we speak. However, in the light of the fact that it took the minister a year to prepare the white paper, I think it is fair to expect that the policies and programs promised by the minister should have been developed in that year. I would hope that in the year it took to prepare the paper, the full-time minister for seniors' affairs could have also prepared the way for the implementation of the paper's promises.

The last but by no means least important area of concern I have—in fact, it is perhaps the most important—is those issues affecting senior citizens not addressed by the minister's white paper. The issues not covered by the white paper are much more numerous than the issues that were covered.

Two issues that I am particularly surprised are missing from the new agenda are abuse of the elderly and care for Alzheimer's patients. I find it surprising, because both these issues fall within the expressed scope of the white paper—that is, health and social services—and because the minister received excellent reports on both these issues from the Advisory Council on Senior Citizens in February 1986. Therefore, I was disappointed to discover that in preparing his white paper, which was not released until June, some four months later, the minister did not see fit to include the recommendations of these reports. Therefore, I will be interested to hear from the minister the details on the actions taken to date to carry out the specific recommendations of these reports.

In the area of Alzheimer's disease, the Minister of Community and Social Services has recently assured me during question period that he is pleased with the progress he is making in this area, and I will be seeking clarification from the minister responsible for seniors' affairs on the extent of the action taken by this government to date. I would also like to take this opportunity to ask the minister to join my leader, Mr. Grossman, and myself in advocating that \$15 million be allocated to deal with Alzheimer's disease.

16:20

With regard to elder abuse, I am very disappointed that this government is lagging far behind municipal governments in addressing this serious issue. I trust the minister will be able to indicate that action in this area is imminent and what kind of action.

In his white paper, the minister indicated that it was not possible to deal with the whole range of programs and policies affecting seniors and that he would deal with the other issues after first dealing with health and social services. However, I hope the minister, in his capacity as the government's co-ordinator of policies dealing with senior citizens, is capable of answering for a number of the other aspects of his government's programs for seniors or lack thereof.

I would like to talk about some of the issues in the areas of housing, transportation and income, including pensions. It seems to me the government has done very little or nothing in these areas, with the sole exception of the pension reform legislation, which is still to come. I want the minister to explain why.

One other issue I would like to mention is that of palliative care. While not specifically a seniors' issue, because it is an area of concern that affects people of all ages, I think it is fair to

say it is definitely an issue that is more relevant to the Office Responsible for Senior Citizens' Affairs than it would be, say, to a minister of youth. Since this is a problem that affects seniors very directly, I hope this minister has taken an active role in his government's development of policy in this area and will therefore be able to answer any questions.

To the best of my knowledge, the government has taken no action at all in the area of palliative care. In my opinion, this is a mistake that needs correcting. There is a need for a wide range of palliative care options, and at present there are virtually none. As part of my party's task force dealing with social services, I had the opportunity to discuss this issue with a great many people. I discovered there was not even an adequate definition of what constitutes palliative care. It is time we gave this issue some serious consideration, and I am looking forward to hearing the minister's comments on what his government is doing and what he would like to see it do in the future.

I opened my brief remarks today by saying I was going to avoid dealing with specific questions and was simply going to give a broad overview of the concerns I would like to discuss with the minister in the time allotted to us. Rather than use up any more of that precious commodity, I will wrap up my comments so we can get all the sooner to the questioning of the minister on the specifics.

Mr. Chairman: I notice the member for Northumberland (Mr. Sheppard) is about to break into spontaneous applause, though not quite.

Mr. Dean: It was spiritual applause.

Mr. D. S. Cooke: I have some prepared comments, which I will try to follow, but I did not make enough copies. I did not think anyone would want to follow along with me.

Mr. Dean: Mr. Cooke, I have been dying to get your paper.

Mr. D. S. Cooke: I will be glad to supply copies later. As Rosemary Speirs signed her book, I will be glad to sign my opening statement for anyone who really wants a copy.

I am not entirely sure why we are here today to discuss the estimates of the Minister without Portfolio responsible for senior citizens' affairs. I have looked at the book. There are no programs administered by this ministry. Usually, estimates are to review those programs. Like Mr. Dean, I am a little confused and hope we can get a better understanding of what the role of this minister is.

So far, the major task seems to have been the new agenda, which I view as not being a new agenda at all. I have read through the report that was prepared in June 1981 by Margaret Birch. I never thought I would be in committee suggesting that Margaret Birch was ahead of her time; I do not think she was, in the preparation of that report. None the less, I am going to read through some of her recommendations, which in some ways were more specific—and her report was better—than the report put out by yourself. You call it A New Agenda, which is stretching the point considerably. I will read a few of the recommendations, which are on pages 24 and 25 of her report.

"The province should continue to support alternatives to acute care hospitals, with priority on long-term care and community services. The province should support the development of demonstration projects in innovative health care for the elderly (e.g., day programs, outpatient programs and community-based health clinics) and in applied research related to the elderly and the utilization patterns.

"The province should continue to apply a high priority to the development of home care and home support services. The province should give priority to the development of co-ordinated service delivery in northern and remote communities. The province should review the roles of homes for the aged and the provision of long-day institutional care.

"The province should undertake a general review of shelter trends for the elderly and future alternative policy options, including the roles of the public and private sectors. These should refer to the roles of the public and private sectors."

At least she referred to the roles of the public and private sectors; I am not sure that this paper did.

I want to turn briefly to some of the recommendations from the minister's report. "We intend to progressively expand and improve community services, with priority being given to northern, underserved, rural and remote areas, to achieve a more uniform distribution across the province." It goes on to expand about the rural areas, which is the same recommendation exactly; number 12, I believe.

On page 14 of your report: "As part of its goals of improving the quality of care and assisting the elderly to remain in the community, the government intends to introduce specialized geriatric services on a regional basis throughout the province...."

"As a complementary initiative, greater emphasis will be placed on the development of specialized outpatient and inpatient services for the elderly, including day hospitals and outreach clinics. These services will be planned and developed on a regional basis.

"In addition, all hospitals will be encouraged to introduce geriatric care committees and quality control programs and to ensure that discharge planning services are fully coordinated with the community service system....

"We will undertake a major revision and rationalization of the extended care program and address complementary issues in adjacent services such as residential care and rest homes."

On page 8 of the Liberal caucus report that was done in June 1984, which Mr. Van Horne referred to, recommendations were made with regard to rest homes. On pages 11 and 12 of that report there was reference to home care. Our caucus also produced a document that happened to be released the same day, only an hour later than the one Sheila Copps released in 1983.

Overall, it is my feeling and the feeling of our caucus that this white paper lacks substance and only points to some broad directions. The name of the paper is completely and totally incorrect. It can hardly be called A New Agenda when the directions are a part of an old agenda that simply has never been followed by either the previous government or, quite frankly to date, this government.

The direction is not being followed now by the Minister of Health, and there has been no substantial change in the emphasis from institutions to community-based nonprofit services. In fact, when one looks at where projects have been introduced under the integrated homemaker program, if anything, there is beginning to be an emphasis on home care programs in the private sector. If one looks at the Waterloo area in particular, the Red Cross has been able to pick up the rural area and some of the urban area of that municipality; the rest of the area was given to the private sector for the delivery of homemakers' services.

The white paper does not challenge the current emphasis on institutions and private nursing home systems. Currently, choices do not exist in Ontario for seniors who need substantial help at home; they have only the option of institutional care. In my view and in the view of some of the progressive groups in our communities that have watched very closely your recommendations and progress, the white paper offers little or no hope.

It took nearly a year to put this white paper together; yet the minister, who more than anyone should have been advocating progressive reforms, disappointed us all. Groups such as Concerned Friends of Ontario Citizens in Care Facilities were also very disappointed in this document because, like me, they expected more to come at the end of a year's work.

The report seems to accept the view that what is needed is a continuum of care, although this view reinforces the dependence on institutions.

I would like to read from the response that Concerned Friends sent to you about your white paper, which was a condemnation of your report.

Hon. Mr. Van Horne: Does that surprise you?

Mr. D. S. Cooke: Quite frankly, it surprises me that they felt so strongly about your report because of the kinds of phrases you used and the vagueness of your recommendations as well as the fact that you did not take on the system at all in your white paper. They were disappointed, and they put it in very blunt terms in their response to the white paper. I quote:

16:30

"A report of the minister charged with the responsibility of being the advocate for Ontario seniors, in the fourth paragraph of the preface, has already written off thousands of older people with severe disabilities as being candidates to be warehoused in institutions. There is no attempt to deal with them as human beings with complex needs who require supportive services other than institutions. There is no suggestion that they may need assistance with activities of daily living within other types of more homelike residential settings.

"There is no justification of why this group must be institutionalized, and there is no hope of community living offered to them. They are being consequenced by their age and their disabilities, and thus, are further handicapped by the attitudes of policymakers towards them. The goal outlined in the preface again stresses the myth that there are seniors who will require institutional services. There is no mention of seniors who may require residential or attendant care options other than institutions, but preferably, other options which can prevent their being institutionalized.

"If, as the preface suggests, there is to be a policy direction for seniors for the next 15 years, then those who would like the choice of supported living options other than institutions will have to look elsewhere. Perhaps they should move to the United States, where institutional-

ization of elderly people occurs at about half of the rate of that in Ontario, or Britain and the Scandinavian countries, where it is even lower than in the United States.

"While the goal suggested that more will be done to build home support services, there clearly remains a yawning gap between home support services and the institution. The gap could be filled with innovative, high-quality residential options such as group homes, apartments with attendant care and high-support townhouse programs. The report makes no mention whatsoever of these options, but assumes that institutions are the answer."

That is from the Concerned Friends' response to your white paper.

The white paper really gives us no idea what vision exists for the future of seniors in Ontario. Instead, the document concentrates on add-ons. There is no reference to a major shift in emphasis and resources to community-based services. There is no clear understanding that as long as home care and homemaker services are so restricted as not to meet the needs of people, and as long as group homes and noninstitutional small residential options are not available, political and community pressures will be for more chronic care and nursing home beds.

The chapter in your report on quality of life focuses on health and completely neglects such things as the need for adequate incomes, appropriate affordable housing and social and recreational opportunities which are lacking in most communities in Ontario. How can one be serious about quality-of-life improvements if there is not a radical change in the allocation of resources away from institutions and back to the community?

Institutionalization means loss of independence and loss of dignity. There is little in the way of a decent quality of life. The white paper makes reference to a single point of entry for community services, and we support this concept. The success or failure of this program, however, will depend on how it is implemented. The model of the adult protection service program is a good one. The workers work independently and serve the wishes of their clients and not the wishes of the system. They act as case managers as well as advocates. This concept of advocacy is not referred to at all in your white paper.

This concept of advocacy would be best served if funding were provided by a separate ministry, preferably that of the Attorney General (Mr. Scott). Advocacy for community clients and

institutional clients could then be done by advocates working through this ministry.

Further, if the concept of a special services at home program were used, then a support program could be worked out by clients and advocates to meet other needs, rather than forcing clients to fit into existing programs. We do not need to experiment with these types of programs. They have been tried and tested with other client groups. Pilot projects are simply another mechanism for delay.

The white paper makes references to the need for a new extended care act. Although I think this would be appropriate, I will believe it when I see it. It took a year for you to release your white paper, a document that most members who have been involved in studying the system for a while could have written in about four hours, just by looking at some of the documentation that has been done and some of the reports that have been done in the past.

I would like to believe that your suggestion that there be a new extended care act will happen in the foreseeable future, but Mr. Elston told us that we were going to see the immediate needs of the changes in the Nursing Homes Act introduced quickly. You have been in power for a year and a half, and we still have no idea when those short-term amendments to the Nursing Homes Act will be introduced.

Consultation is important, but consultation to simply delay and try to achieve consensus between the Ontario Nursing Home Association and groups that are concerned about reform is impossible. It is time to get off the fence and introduce the amendments to the Nursing Homes Act so that residents of nursing homes receive at least some degree of protection which is sorely lacking in the current Nursing Homes Act.

I would believe that the government is serious about nursing home reform if the white paper dealt with the need to convert nursing homes to nonprofit facilities and recommended a bill of rights and a substantial adequate advocacy program or system. These basic reforms are essential, and without them I have difficulty taking this entire process seriously.

Instead, this government has set up pilot projects for integrated homemaker services which use nonprofit care givers but also substantially use private-profit care givers. The system also relies on employees being paid minimum wages which means high turnover in staff. We have heard as high as 111 per cent in some areas, and the results are that the employees who are working at rotten wages are the ones who are

giving the major subsidy for this service, not the government.

Finally, it is difficult to talk about promotion of independence and a decent standard of living without addressing the issues of affordable housing, property taxes and pensions. We still have seniors who cannot afford to remain at home because of high property taxes that bear no relationship to their income whatsoever. Even Margaret Birch addressed that matter in her report in 1981.

Until Ontario develops a system that responds to the needs of seniors rather than insisting that seniors respond to the demands of the system, the Ontario government will be guilty of adding unnecessary misery to the lives of our elderly. The current system has not undergone any substantial change since the change in government. The system guarantees profits for nursing homes but fails to guarantee quality of life and decent quality care to the residents of nursing homes. Public dollars are badly used since they are directed at providing care in institutions that usually are not sensitive enough to individual needs. Using the same dollars, better care could be provided in the community.

The quality of life for seniors will not change unless the government changes its attitude. There is no evidence of this happening. The challenge is to provide the means for older people to maintain a sense of worth, dignity and independence. We encourage the government and the minister to get serious about meeting that challenge.

Mr. Sheppard: I want to ask a question.

Mr. Chairman: At this stage I cannot allow it, if it is a question to the minister. If it were to me, I would be glad to respond, but the minister now has a chance to respond to both critics.

Hon. Mr. Van Horne: Mr. Chairman and committee members, I will respond to some of the questions. As I indicated, we do have staff here. In some instances, my responses will not be complete and you will have a chance for further questioning. If anything gets by us today, that is, if I ignore various points you raise and you do not come back to them, my staff has made notes and we will begin our next session by going back over anything that may have been missed.

Mr. D. S. Cooke: Will you be here on Monday?

Hon. Mr. Van Horne: I will be here on Monday, if that is not a problem for you. We had a change of plans so we will be here.

Mr. Dean: A change in plans?

Hon. Mr. Van Horne: It was for me. I was to have been out of town but that has been changed.

Mr. Chairman: The chair was presuming we were meeting on Monday because he knew nothing about this.

Hon. Mr. Van Horne: It came up in a conversation between Mr. Cooke and myself.

Mr. Chairman: I am always the last to know about Mr. Cooke's conversations.

16:40

Mr. Dean: No, it is our critics who are the last to know.

Hon. Mr. Van Horne: Mr. Dean's comments were initially directed to staff. In response, staff come in three different groups. The first group is the staff who work with me as the minister's personal staff. That includes the half-dozen people who are working with me, for example, the executive assistant. We started in July last year with a secretary, an executive assistant, a special adviser, and the deputy minister, in the person of Valerie Gibbons. We had those people and, as you know, there is a driver available to a minister.

Mr. Dean: Are those the three positions referred to in the briefing book under the explanation of the change from the previous year? It says the first three positions were transferred from the Provincial Secretariat for Social Development to the seniors secretariat in August 1985.

Hon. Mr. Van Horne: No.

Mr. Dean: Those were three other positions?

Hon. Mr. Van Horne: Unless John Nywen- ing, who has joined us here, has something to change my opinion, those are not the three that were with the secretariat.

Mr. Nywening: No, the Seniors Secretariat originally had six staff. When the Provincial Secretariat for Social Development was dissolved, three staff were transferred from the original secretariat to the Seniors Secretariat to support the minister and make us self-sufficient. In other words, an information officer, a finance and administration officer and a junior policy person were transferred from the Provincial Secretariat for Social Development.

Mr. D. S. Cooke: What were the net savings?

Mr. Nywening: I do not have those figures.

Hon. Mr. Van Horne: We can get them.

Mr. Dean: Are those three positions John Nywening has just mentioned the ones referred to at the top of that explanatory column?

Hon. Mr. Van Horne: Yes.

Mr. Dean: They have nothing to do with the minister's personal staff?

Hon. Mr. Van Horne: No. If I can complete the comment I was going to make on my personal staff, I started with the ones I mentioned, that is, the deputy, the executive assistant, a secretary and the driver-assistant-attendant, whatever the proper title is, who formerly worked with Mr. Brandt. At any rate, that number grew to include a person responsible for running the office in total, that is, an office manager, a legislative assistant and a special assistant. We ended up with a staff of six plus me. On top of that are others we will detail for you.

Mr. Chairman: I can tell we are not going to move quickly through the response; therefore, I will take your supplementary, Mr. Sheppard.

Mr. Sheppard: Do you class your driver as one of the six? I thought the drivers were in a different category.

Hon. Mr. Van Horne: His salary is charged to us. The categories are classified in that way.

Mr. Dean: The driver is often the most important member.

Mr. Sheppard: That is true, but if you were in the House today and another minister needed a driver, would your driver drive for another minister?

Hon. Mr. Van Horne: He could be driving anybody anywhere right now.

Mr. Sheppard: Does your ministry pay for it?

Mr. Dean: It is not a big item, but for the benefit of the member for Northumberland, the minister's driver belongs to the minister.

Hon. Mr. Van Horne: Yes, he does, but he is shared if people are sick or away or there is a need.

Mr. Chairman: Each driver is charged to a specific ministry.

Mr. Dean: Twenty-four hours a day.

Mr. Sheppard: If he happens to drive for another ministry—

Hon. Mr. Van Horne: Generally, he would not, though.

Mr. Sheppard: Yes, but if he does, does that get charged back to your ministry from the other guys, or do you pay for it all?

Mr. Dean: No, it is out of the goodness of his heart.

Hon. Mr. Van Horne: Benevolent devil that I am, we just look after it.

Mr. D. S. Cooke: I am glad we got through the driving program.

Mr. Chairman: We do have 10 hours, as I say.

Hon. Mr. Van Horne: The other staff that you want more detail on is the staff that numbers 34 in total. That includes the special adviser or, as I explained earlier, the deputy minister, his secretary, the policy development and planning group which totals 15 and the old secretariat group of which there were six. Then there are an additional 11 in terms of the senior service area. Two, 15 and 17 make a total of 34. That 34, along with the six and myself, brings the grand total up to 41.

Mr. Dean: I see.

Mr. D. S. Cooke: Is there any seconded staff?

Hon. Mr. Van Horne: Yes. In so far as the changes from last year to this year are concerned, three positions were transferred from the Provincial Secretariat for Social Development to the seniors secretariat in August 1985. Nine positions were added in October to establish the special adviser's office and to provide the communications, administrative and clerical staff. Then 16 positions, including three clerical staff, were added in April 1986. It has been a progressive thing. We did not bring in the whole lump of them at one time. It has graduated from the handful, the four of us in July 1985, to 41 of us now.

Mr. Dean: The figures you have on page 3 of the briefing book show a total of 28.

Hon. Mr. Van Horne: I hope I am using the same book you are.

Mr. Dean: I hope so too. We got it from your people.

Mr. D. S. Cooke: It has grown since the book was published.

Mr. Dean: There are 28 more positions shown on page 3 than you had last year.

Mr. Nywenig: Plus the original six from the secretariat, which makes a total of 34.

Hon. Mr. Van Horne: Do you remember I said the total was 34; two, fifteen and seventeen? If you go back with the numbers another way, there were these 28 plus another 6. You still end up with 34.

Mr. Dean: I am sure we can all add up to that number.

Mr. Sheppard: Can I ask a question, Mr. Chairman?

Mr. Chairman: No. That would not be appropriate at this point.

Hon. Mr. Van Horne: Unless I do not understand it correctly, the secondment process is when persons come to us and we are responsible for them and their salary for X number of months or for a certain block of time. When their work is complete, they go back to where they came from and that would be removed from what was charged to us. Interestingly enough, we seconded Mr. Heagle in the beginning.

Mr. Chairman: And Mrs. Singer, too.

Hon. Mr. Van Horne: Yes, Dorothy Singer. Ultimately, as the need came for us to put a position there, Mr. Heagle came along and filled the position for us. Sometimes secondment turns into something more permanent.

Mr. Sheppard: Could you give us a breakdown of what each one of the 34 staff is being paid?

Hon. Mr. Van Horne: Those numbers were all provided in response to a question that was put on the Orders and Notices, but I have to look to my executive assistant, Greg Walker, who is sitting there. Greg Walker generally fields whatever Orders and Notices questions come in. He does the legwork on them, and then we run them by Mr. Heagle to make sure that the detail is as it should be.

Mr. Chairman: That is available?

Hon. Mr. Van Horne: It is available. I have not got it in front of me, but I will be glad to get it for you.

Mr. Sheppard: Maybe Mr. Walker could send it over.

Hon. Mr. Van Horne: Yes. That is all public.

Mr. Chairman: Bring it to the committee next week. Just bring it to the committee and we can share it among us all.

Hon. Mr. Van Horne: Mr. Heagle had a further comment, if you do not mind.

Mr. Heagle: In response to Mr. Cooke's question, the 16 positions, including three clerical staff, are to set up our policy group. All those positions are either secondments from current ministries, from the Ministry of Community and Social Services as is Mrs. Singer, or contracts from outside sources. There is no permanent complement for that policy group. The intent was not to set up a long-term bureaucracy at all but rather to put together a policy group to address those four issues: the new extended care act, one-stop shopping, rest homes and so forth. It is not a permanent infrastructure.

16:50

Mr. D. S. Cooke: When is the sunset?

Mr. Heagle: According to our original mandate, about 18 months.

Hon. Mr. Van Horne: There is a complex process of getting things approved by committees of cabinet, by the cabinet and by the Premier (Mr. Peterson) in terms of the work plan for the new legislation. In your own words, it is a major job and a time-consuming thing. We have to put that plan in front of them before the end of this calendar year; in other words, within the next few weeks. In a sense, that is a form of sunseting, because we have to be very specific and say, "We are going to be here, here and here at these times." It is the job of Management Board, which controls the bucks for the whole process, to ride herd on us if we start to slow down. If we are dragging our heels or creating some kind of problem—

Mr. Dean: They find out two years later.

Hon. Mr. Van Horne: The Treasurer (Mr. Nixon) seems to have a nose for news, and he is not very forgetful. Anything could happen, but I rather doubt it. In a sense, that is the sunsetting I think you were asking about.

Mr. Dean: I would like to make a brief comment about the seconding before we leave that. It may be everyone's strong intention that the seconded people will not stay around for ever, but we were told a few minutes ago what happened to one seconded staff member: he got put on permanently. Is that not right?

Hon. Mr. Van Horne: I am sorry?

Mr. Dean: Did you not say Mr. Heagle was seconded, but now his is a permanent position?

Hon. Mr. Van Horne: It is an interesting process. There was a shuffle of deputy ministers, and the person who was my special adviser was moved, which created an opening. She was moved into the double ministry Mr. Kwinter is responsible for when they broke it into the Ministry of Financial Institutions and the Ministry of Consumer and Commercial Relations. There was some shuffling; there was the opening; the Premier surveyed the people who were available and made his decision. As you know, the appointments of the deputy ministers and the special advisers are strictly the Premier's. We are consulted in the process, but it is his appointment. In a sense, it was not moving into—

Mr. Dean: Is your point that Mr. Heagle was replacing a person in a given position, as opposed to what would happen if any of the 16 or 26, or

whatever it was, secondments you have now in the policy group were to be taken on permanently?

Mr. Heagle: That is precisely the difference. I moved into a complement position that existed and was vacated by my predecessor. In the case of the policy analyst group we have brought on for this issue, there are no permanent complement spots for them to move into. We have the approval of Management Board for approximately only another 18 months; so they are not a permanent civil service complement.

The Acting Chairman (Mr. Grande): Can we proceed as I understand the estimates to proceed? The minister will be given the opportunity to respond to the opening statements of the two critics. Once we get into the main office, these kinds of questions can be asked.

Mr. Dean: Your gentle chiding is well taken.

The Acting Chairman: Not at all, but I would like to have some order here.

Hon. Mr. Van Horne: By golly, that is a great idea. We will order ourselves right back to Mr. Dean's second point, which was a general observation. He wanted to know what I was doing and said, in his view, there was no action.

By way of explanation or response, and I do not say this in a disparaging way, let me remind him of the process that parliament, and certainly government in Ontario, has developed. When you bring a policy statement on stream, you generally have to go through a series of checks and balances with your colleagues. The previous government had established a handful of committees, which included the cabinet committee on social policy, the cabinet committee on economic policy, the legislation committee and Management Board, to name the major ones, and there are two or three others—

Mr. Dean: Policy and priorities.

Hon. Mr. Van Horne: Policy and priorities. Keep in mind that we started from scratch in July 1985. We visited 14 communities on a major consulting base, and we did a handful of others on a very informal basis. We talked with 650 people and made notes, comments and observations on all those interviews and conversations. You might argue that we were reinventing the wheel. Mr. Cooke has pointed out that you could have written this report in four hours. We wanted to listen to the people who provide service and the people who use service. It took from the second week in July until the second week in September to do that travelling and visiting.

When we were finished, we worked to present a paper to the Premier, and we did that on the day the Legislature opened, October 16; so we took roughly four weeks to compile our observations into a report of 150 pages. I may be off by one or two numbers there. There were more than 140 recommendations in that report. It was a very thick and complete document.

After the Premier reviewed that, which took about 10 days, he came back and said to me and to cabinet: "I want you to take that paper through the committees of cabinet by Christmas and have them criticize it, change it or do what they will with it. I like the report generally, but it has to go through those steps."

We went from committee to committee, reviewing, meeting, talking and refining as we went along. At the same time, the House was sitting, and we were trying to do the other things that all of us are familiar with—the constituency work and the public relations things you have to do in a cabinet position.

We proceeded and got approval to convert that technical document into a white paper by Christmas. In that white paper and in the technical document, we had to justify and project costs for all the programs we were talking about. For example, at one of the meetings the Premier asked: "What do you mean by a multidisciplinary department? How much is that going to cost?" You cannot just grab a number out of the air. We had to have a fairly decent bit of thought put into giving an answer to a question such as that.

That is how we spent our time between when I started in July and the early part of 1986.

Mr. D. S. Cooke: Can we get a copy of that 102-page document?

Hon. Mr. Van Horne: He has not released it. I do not know that he has ever been asked whether he would. I have not asked him to circulate it. I certainly do not mind doing that. I do not know what his response will be, but it is a legitimate question; so I will put it to him.

At any rate, I guess what I have to account for is the time between the early part of 1986 and the present. We worked generally on business in the House plus the preparation of the white paper, which was rewritten umpteen times. It was a tedious process, because we were trying to keep the essence of the technical detail at least in a form that was generally understood, yet not too complicated for folks to read and understand. It was very time-consuming.

Mr. Dean: It took from about the beginning of January 1985 until—

Hon. Mr. Van Horne: No. It was around the end of January 1986.

Mr. Dean: I am sorry; 1986.

17:00

Hon. Mr. Van Horne: Remember, the House came back in the second week of January, and we had that series of announcements. Interestingly enough, and very significantly, I would sit not only with people working with me but also in meetings held by my colleagues the Minister of Community and Social Services and the Minister of Health; therefore, I would be off at the Ministry of Health or at the Ministry of Community and Social Services for a meeting.

We feel we have been able to achieve a spirit of co-operation and sharing within ministries. We were trying to pull or knit together what your government had in isolated packages, in a sense.

Mr. Dean: It is a good idea if you can do it.

Hon. Mr. Van Horne: We hope we have been successful to date, and we hope we can continue to succeed. At any rate, that is how the time was spent.

We had other considerations and tasks to do along the way. Again, demands started to come in for us to let people know what we were doing and to go out and speak to them. A tremendous amount of time was spent in the late winter and early spring in the communication process, even though the white paper was not on the street. From the time it came out in June until now, we have been in constant demand, it seems, to talk to people about it and explain what it means. The time has not been frittered away, I hope.

Let me give you a couple of instances of how a thought can turn into a day or two or three days. We know there is a lot more that can be done in the area of health promotion and illness prevention. That is one of the very first themes we strike at in the paper. It is not necessarily a theme that has a whole lot of pizzazz or sex appeal to it in terms of media hype or political hype, but we feel it is important.

As we travelled about, a lot of folks pointed out to us that more attention could be spent on that. Again, we did not want to reinvent the wheel. If something is already done, let us benefit from it. I spent two days in Washington speaking to people who had developed a series of programs of a promotional nature—radio spots, television scripts, things that could be distributed in classrooms and senior citizen centres, etc.—relating to health promotion and illness prevention.

We also feel this demands, in our neck of the woods, some co-operative effort with the federal government. You may have realized I was not here on Monday. I was with Mr. Heagle and Mr. Walker in Ottawa with Mr. Epp, the federal minister, talking about the whole theme of health promotion and illness prevention for seniors. That is how the time goes. It is perhaps not an answer that is satisfactory to you, but that is where I was.

Mr. Dean: I appreciate your filling that in. Again, without walking in your moccasins, I cannot tell exactly why it would take from the middle of January, or whenever it was, to the middle of June to come up with that.

Hon. Mr. Van Horne: It came out on June 2. It was roughly five months.

Mr. Dean: It seemed to be a long time.

Hon. Mr. Van Horne: It seemed a long time to me too.

Mr. Dean: I expected something more comprehensive.

Mr. D. R. Cooke: How about getting us some of the draft documents so we can see how much they changed from beginning to end?

Hon. Mr. Van Horne: Of the white paper? I do not know where they are. You are going to say they are exactly the same. I think you intimated earlier that some of it—

Mr. D. R. Cooke: I would like to see whether the earlier drafts were a little more exciting.

Hon. Mr. Van Horne: I have a couple of other items on which I made notes. I am sorry if I missed out something. You talked about things we did not address that you people addressed in some of your work in the care for the elderly paper you presented, if I recall, roughly a couple of weeks before the by-election in East York, which is interesting timing.

They specifically mentioned abuse of the elderly, and there is no question that we did receive a report from our advisory council. They have done some good work. All of the papers they turn in to me are shared with cabinet. They do not necessarily go into the public forum right at the beginning. As a courtesy they come in, and if there is a specific need for the Attorney General (Mr. Scott) to take a look at what they have said, it goes to him. If it is for one of the others—generally it is the Ministry of Health or the Ministry of Community and Social Services—it goes to those people.

You can distinguish the documents they do make public because they have a mustard-coloured cover and black coral binding. Those

are the ones we feel can be shared by all and sundry. It is not that they are shucked out and left. They are out for further discussions, out for reaction, and we are quite delighted to hear from folks about their reaction on these things.

Ivy St. Lawrence has, for the past couple of years, been the chairman of the Ontario Advisory Council on Senior Citizens. She has been a more than adequate spokesperson for the work of that advisory council and for the projects they have been working on. Quite frankly, we have to point out that they are not technically detailed and they do not have all the research skills and resources at their fingertips that a PhD student might have. On the other hand, perhaps that is not what we have to have all the time. Perhaps we have to have the advice of a group such as that, which is out talking with its grass roots.

Mr. Dean: What they lack in scholarship they may make up in immediacy.

Hon. Mr. Van Horne: Sure. I do not quarrel with that at all.

In so far as the abuse of the elderly is concerned, you are right that it does not appear as a theme in detail in our paper. We are aware of it. The abuse theme generally leads you into debate on advocacy, which Mr. Cooke got into in his comments. In so far as my responsibility is concerned, I can only reiterate that in the writing of new legislation, this has to be a theme that gets very definite consideration and attention.

You know that Mr. Elston is coming in with some things, and they have been described as interim, short term or immediate—whatever the right word is. What I am doing covers not only that work of his but also the legislation that applies to the charitable homes and the municipal homes for the aged. I am very aware of it. The other side of this is that we now have a group of ministers working on the whole theme. I am involved with their meetings too.

Mr. Dean: Perhaps we could pursue at a later time this idea of your co-ordinating role. I do not want to intrude with that now. We do not want to lose sight of that.

Hon. Mr. Van Horne: The next point I had noted here was Alzheimer's. You may not accept this, but when we looked at what had been done by the previous government, to the best of our knowledge there was one project, which was basically a demonstration project. The funding for that was not nearly what we have put into Alzheimer's in less than a year. We felt we had to pre-empt what was going to be in the white paper by announcing in January \$1 million, which would be available in whatever amount through

the request of Alzheimer's societies into the Ministry of Community and Social Services. If they felt in Ottawa that they needed \$150,000 for a project to set up a day care program, then that was considered. There was no cap put on it, or there was no base, if you will. It was whatever they felt they needed and could justify.

17:10

We were overwhelmed when that was announced in January. We were really overwhelmed with the requests for money. We had to go back to Mr. Nixon in late February and say, "Look, this is a far greater demand than we had anticipated." We goofed, I guess. What else can you say? We went and got another \$3 million. In one year we have gone that far, and that is not one-shot money. It is intended to be annualized money.

On top of that—and I have to look to Mr. Heagle on this—there are two projects of a special research nature that are coming out of the Ministry of Community and Social Services to try to address the need of the Alzheimer's victim. The total number of projects that we have going right now is 27 that have been approved this year, and 20 of them are now operational. It may not be perfect, but at least it is—

Mr. Dean: It might be helpful to us if your staff could supply us with the names of where they are. Perhaps you would at some time also want to—

Hon. Mr. Van Horne: Yes, I would be glad to do that. If I am not mistaken, one of the most recent ones is in Sudbury. Am I wrong?

Ms. Singer: I think there is one in Sudbury.

Hon. Mr. Van Horne: I think that is the one I heard of most recently. There is one that I will be able to tell you about next week, because I was not going to be here Monday; I was going to be at an Alzheimer's function in another part of the province.

Mr. Dean: Perhaps we should all go there.

Just before you leave that one, perhaps some time, if it is public information, you could explain to us what the research projects from the Ministry of Community and Social Services are.

Hon. Mr. Van Horne: I think we could do that now. Can we?

Mr. Heagle: I will have to get that. We will have that ready for you early next week.

Hon. Mr. Van Horne: I am not sure I can say a whole lot at this point about one of the latter issues that you raised, and that is palliative care. You suggested it was not a program that is

necessarily restricted to seniors. It does strike me, however, that some of the good palliative care programs that we have are associated with chronic care hospitals. I looked at Parkwood Hospital in my own community as one that has worked on that and is doing a very commendable thing.

Oftentimes you find volunteer groups working with palliative care. One of the most fascinating ladies I met on our travels of last summer was a retired nurse from the Sudbury-Manitowlin area who had set up a program that would just make you marvel at her dedication to helping the whole palliative process.

Mr. Dean: We also came across some excellent palliative programs, but as you say, they are all sort of lifting themselves by their own bootstraps, in some cases by the generosity of hospital budget officials who allocate some of the global funding for that. I am not suggesting that you have to put out a big sign saying, "Here is money for palliative care," but somehow, it seems to me, there should be more encouragement. This is not the time to get into a detailed discussion of it, but I would like to have a further discussion on that before we break off after 10 hours.

Hon. Mr. Van Horne: I would like to add that you have to think not only of the palliative care process but also of respite care. I thought I had more reference notes on that than I find here, but Dorothy Singer has some information. If you want to get into the theme of respite care, we can share the information on that.

Mr. Dean: That is certainly an important part of the whole Alzheimer's consideration.

Hon. Mr. Van Horne: Moving to Mr. Cooke's comments, he started by making reference to the Birch report, and I have it around here.

Mr. Heagle: I stole it from you.

Hon. Mr. Van Horne: Oh, you stole it from me. I had better keep an eye on you.

There is something basic here. This was a task force. It did not go through the mill; it did not have to go through the process of the various committees of cabinet hacking and rehacking. It was done by a group of staff. I am not saying they were not adequate staff people. Two of them are right here with me. Dave Kennedy and John Nywening were involved in the process. The list of the folks they relied on for input is also there.

Beyond that, it is very important to note that this is not a government policy paper. It is a proposal paper done by staff versus a paper put

together in concert with staff, run through the whole mill of cabinet and then brought forward as something we are committed to.

Ours is a policy paper. It is not a green paper. It is not a "let us think about it and maybe we will do it" paper. It is a "here we are and this is the action we are going to take" paper. It is a definitive statement.

Mr. D. S. Cooke: Let us not get carried away. Definitive?

Hon. Mr. Van Horne: Sure. What is more definitive than saying we are going to do the things we are going to do?

Mr. D. S. Cooke: Not much is definitive in your report. The major difference is that the printing on your front page is red and hers is blue. That is the main difference between the two reports.

Mr. G. I. Miller: Time will prove us right.

Mr. Grande: If you have 30 or 40 years, I guess.

Hon. Mr. Van Horne: The next point I would like to make, aside from the comments you made there, is that Concerned Friends of Ontario Citizens in Care Facilities and others expressed their concern. I have their correspondence, to which you made reference, in a file called "Negative Responses to A New Agenda." That is it. There are half a dozen sheets of paper in there.

The positive responses are here in part. Without beating our own drum too loudly, Andy Haydon, chairman of the Regional Municipality of Ottawa-Carleton, says: "I want to compliment you on the document. It is a co-ordinated, commonsense approach to the identified problems facing governments in Ontario."

I have one from St. Joseph's Hospital in my own community. Sister Mary Doyle sent along a complimentary note. At the bottom it says, "We would like to assure you of our full support and co-operation in the implementation of your most impressive report."

Other letters are from the Middlesex-London District Health Unit, Sunnybrook Medical Centre, the University of Toronto and the list goes on.

The Alzheimer's Association of Ontario wants to express "many thanks to you and your staff for all the work you have done in preparation of the white paper, A New Agenda. You have gone to tremendous lengths to research the Alzheimer's problem in our society and to find potential ways to encourage development of services."

Not all the response from the community has been negative. The Canadian Geriatric-

Mr. D. S. Cooke: Quite frankly, looking at the two files, I think there is not much of it at all.

Hon. Mr. Van Horne: There is the book of positive comments that have come in, and there is the file of negative stuff that has come in.

Mr. D. S. Cooke: File them with the committee.

Hon. Mr. Van Horne: Do we have to take him outside and whip him?

Mr. Chairman: I do not know. Does this mean you want me to share Mr. Warner's correspondence on Bill 3 with you as well?

17:20

Hon. Mr. Van Horne: I have Mr. Warner's bill and the notes on it. In fairness, we should read all these congratulatory statements. If you do not mind, Mr. Chairman, I will begin reading this book.

Mr. Chairman: Any pointers you would like; I am sure it would be in order.

Mr. D. S. Cooke: It is fine with me. I have to be going anyway.

Hon. Mr. Van Horne: I do not want to abuse the privilege of being here with you folks.

There is no question that we did not please everyone with the white paper, but I think the folks working with the system view the agenda and what we are trying to do as a positive step to knit things together. By the way, we have not criticized, nor do we intend to criticize, everything the previous government did, or say that the things you are suggesting are all wrong. If we want to get into Bill 3, and there are many positive things in it, let us pull it together rather than try to—

Mr. Chairman: We are going to have to get to that sooner or later anyway.

Hon. Mr. Van Horne: That is that. I want to go on to your observations on quality of life.

I could not agree more, Mr. Cooke, that you cannot get into a broad definition of quality of life without taking into consideration the adequacy of housing, the transportation system and the income and income support systems. You are bang on. However, we had some basic choices to make. Our tenure is tentative. That is probably a bad choice of words, but we are in a minority government situation without a long time to wander about the netherland of, "What shall we do next year?" We are pleased with—

Mr. D. S. Cooke: I thought we were signing an accord 2.

Hon. Mr. Van Horne: Shall you and I have supper and discuss it? Bring Tony along too.

In the Premier's inimitable words, he suggested to me, "You do not have all year to review everything and another two years to write a report. This has to be addressed." There are broad areas of responsibility. The Ministry of Revenue gets involved with seniors because it looks after property tax and sales tax rebates. It finds the bucks for the guaranteed annual income system and so on. The Ministry of Housing is there. The Ministry of Municipal Affairs is involved because of some of the things we are talking about with the evolution of responsibility for this one-stop shopping process. The Ministry of Transportation and Communications is involved.

As I said in my opening remarks, I thought we could put it all in one report. I had to admit very early on that we could not. We are breaking it into two and perhaps even three parts. The first was the Ministry of Health and the Ministry of Community and Social Services.

There were monetary and practical reasons for this. The provincial budget is roughly \$30 billion. About \$4 billion finds its way to various seniors' services. More than three quarters of that \$4 billion comes in the areas of Health and Community and Social Services. We felt we had to address that area first. It seemed to be the core area. We are starting on transportation and housing. It may not be the right way to do it but it is history now. That is where we are going. We have to move. We had a staff meeting last Friday morning and tried to tighten up the time lines. We tried to say, "We have to move."

That is the way we approached it. We determined not to spend a lot of time trying to justify a major ministry for seniors. As you know, the title is Minister without Portfolio and I operate from a limited base. If we spend time trying to figure out how to remove the various areas of responsibility that exist now in Health and Community and Social Services and put them in a new ministry and try to sort out the turf war, it will be 1990 before we get anything done. It is that involved.

Mr. Dean: May I intrude something, minister, since you brought in the term "turf war"? Is something I am familiar with from years past. Have you avoided the turf war? I note it took about four ministries, aside from yourself, to make the announcement in June.

Hon. Mr. Van Horne: We did that very specifically to try to indicate that there was a spirit of co-operation and team play.

Mr. D. S. Cooke: Everybody got a piece of the cake.

Hon. Mr. Van Horne: Not necessarily. You cannot talk with people at the university level without reminding them that their end-product is going to serve a large element of our society, i.e. the seniors. Let us not leave them dealing in academic isolation with all the wonderment at how we are going to run our little department. Let us get it to the reality of relating to the community. I think the universities are doing that. They seem to be keen. Of course, they are all going to be involved with the geriatric assessment unit program too, which is something else we have rolling.

Mr. G. I. Miller: Are you saying that it is almost impossible to bring it under one ministry?

Hon. Mr. Van Horne: No. It is possible but would take more time than we think we have right now. We are mindful of the time lines in the accord. We did not want to fritter away two years saying, "Let us hide in the corner and plan."

Mr. G. I. Miller: You have not ruled it out entirely?

Mr. D. S. Cooke: I do not see the relevance of the accord for this.

Mr. Chairman: You are not saying that you need majority government to put this whole thing through?

Hon. Mr. Van Horne: No, not at all.

Mr. Chairman: Are you in agreement with that, Mr. Cooke?

Hon. Mr. Van Horne: We could have spent at least a couple of years trying to resolve an administrative problem, or as we are doing now, we could spend a couple of years addressing the delivery of programs. We chose to try to address ourselves to the latter. There is \$35 million more there now than there would have been—

Mr. D. S. Cooke: In the original document you gave to the Premier (Mr. Peterson), was there any recommendation on unification?

Hon. Mr. Van Horne: No. We left that as a separate issue. We did not do that.

Mr. Chairman: Are there any further responses?

Hon. Mr. Van Horne: There may well be things I have overlooked but the staff will tidy up for me. If you do not mind, we will come back Monday with things that we have ignored or missed.

Mr. Chairman: This feels like old home week, like people I have worked with in the past. "We would love to come back on Monday." Would you like to stay for a little longer today before we come back on Monday, or would you

rather have the ministry go and pick up extra details to furnish the minister with and start into specific, detailed questioning on Monday?

Mr. Dean: That might be a good time, but I am in your hands, Mr. Chairman. You are used to these things.

Mr. Chairman: It might make the discussions at that time less repetitive in going back over things we only touched on.

Mr. Dean: It will give us all time to reorganize what we have.

Hon. Mr. Van Horne: For the record, I have made reference to Dave Kennedy. Some of you know Dave; he is over there. I have already introduced Dorothy, John and Glen, but we have some new folks working with us. Sharon Hawkins is over in the corner; she is next to Virginia. Then we have Al McLaughlin in the brown jacket. The fellow close to the door is Bruce McKim, who is the newest one of the gang. He and Sharon are the two newest ones. Bruce comes to us by way of Queen's University although he is a native Londoner.

Mr. Chairman: It is almost as if he is very well experienced. To be closest to the door in a committee is always very wise. The chair that is farthest from the door is the hardest from which to escape.

Hon. Mr. Van Horne: Did we make it up to two hours

Mr. Chairman: No. We have had about an hour and a half or so today.

Mr. D. S. Cooke: It seemed like two hours. Are you sure?

Interjections.

Mr. Chairman: Perhaps on Mr. McClellan's time, it really was two hours.

Mr. Dean: I think so. It was at least two hours.

Hon. Mr. Van Horne: Two or three hours at least.

Mr. Chairman: We will return on Monday. Perhaps at that time I will have a better idea whether people want the full 10 hours or whether they would like fewer hours. We might have a better idea as we go into the detailed work. The sooner the critics let me know, the easier it is for me to warn the next ministry we have up for estimates. We were a little rough on this portfolio by rushing through the estimates of the Office Responsible for Disabled Persons. I mean to have a word with the critic about that.

The committee adjourned at 5:30 p.m.

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Dean, G. H. (Wentworth PC)
Grande, T., Acting Chairman (Oakwood NDP)
Johnston, R. F., Chairman (Scarborough West NDP)
Miller, G. I. (Haldimand-Norfolk L)
Sheppard, H. N. (Northumberland PC)

Witnesses:**From the Office for Senior Citizens' Affairs:**

Van Horne, Hon. R. G., Minister without Portfolio (London North L)
Heagle, G., Special Adviser
Nywening, J., Provincial Co-ordinator
Singer, D. H., Manager, Policy Development



No. S-34

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office for Senior Citizens' Affairs

Second Session, 33rd Parliament

Monday, November 24, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 24, 1986

The committee met at 3:54 p.m. in committee room 1.

ESTIMATES, OFFICE FOR SENIOR CITIZENS' AFFAIRS

(continued)

Mr. Chairman: I call the meeting to order. We are considering the estimates of the Office Responsible for Senior Citizens' Affairs. We have had the opening statement by the minister, the leadoff responses by the two critics and an initial reaction to them by the minister. We will start off today by going into some further comments on specific things that were asked of him. This will be a much less formal time. People can break in and go into detail at this time.

The committee considered other business at 3:55 p.m.

16:00

Hon. Mr. Van Horne: This is just a technical point—and I am sure it will strike fear into your heart—regarding the bookkeeping of time, which we joshed about at the end of the meeting. I note in the minutes that we started at 3:29 and that we finished at 5:31. That was two hours and two minutes.

Mr. Chairman: Right.

Hon. Mr. Van Horne: That means we have only seven hours and 58 minutes as we started today, rather than eight hours. Two minutes may be critical in our deliberations.

Mr. Chairman: Perhaps we should speed it up. You are right.

Hon. Mr. Van Horne: All right.

Mr. Dean, who started in response for his party, asked questions about staff. We had some information for him in general terms and we indicated that we would be more specific today. I do have lists here that Mr. Kennedy will provide for the clerk, and copies, I believe, for the committee members.

While that is being circulated, I point out that the total we were being questioned on was the 34 staff members. From the sheet that was given to you, you will see the office of the special adviser, which is Glen Heagle and his secretary, then the policy unit and then the corporate services section, totalling the 34.

You may want to take a look at number 17, where you see five policy analysts indicated, along with a word-processing operator. Note down at the bottom that short-term contract staff applies to that particular group. I do not know whether you want me to rattle off through all these or stop on each one and let them ask questions while the information is directly in front of them.

There is a second sheet supplementing that; that is, the staff I have, the special assistant. At one point I had an executive assistant, which is a more elaborate title and a higher salary range. That person stayed with me until May of this year—she came from the financial employment sector—and then she determined that she wanted to go back to industry rather than stay in a government capacity. When she left I replaced her with Greg Walker. His title is special assistant.

That is the specific detail in answer to one of the first questions that Mr. Dean put to me.

Mr. Dean: Thank you for providing this fairly complete description of where the money has gone. It is also interesting to see the breakdown between seconded, permanent and contract people. I know you were trying to say some of this last week, but we did not get all the details down. Everything in the policy unit seems to have the word "policy" in front of it, except the occasional manager. I notice that only two of those positions are not filled at the moment.

Hon. Mr. Van Horne: If you want status on that, I would have to defer to Glen.

Mr. Heagle: That is quite correct. We are attempting to fill those positions as rapidly as possible so that we are staffed up to address the four major initiatives that we discussed previously: the extended care, the residents' care requirements, one-stop shopping and the rest homes issue, plus housing, transportation and income security. We are attempting to fill them as fast as we can. I should point out to you that under number 17, where you see "policy analysts," you also see five "contract short term." The reason for that is that we are provided with, in effect, 34 full-time equivalent positions, or 34 person-years in the current vernacular, and we can mix

those in part-time and full-time as long as we do not exceed that.

Since we had only three or four staff when our budget was established in April, we have gone from virtually nothing to build up, so those short-term contracts are to make up for the deficit in staff whom we did not have when we started. They will be discharged at the end of the year, keeping us well under our 34 full-time complement.

Mr. Dean: I see. That is why they do not have numbers beside them.

Hon. Mr. Van Horne: That is right.

Mr. Dean: They are equivalent to something else.

The other thing is an item—I am not sure whether it is on this page or not—about outside consultants. Perhaps this is not quite the right moment to talk about that, because that really—

Mr. Chairman: Why do we not stick to the minister's office and the office of the special adviser in terms of extra staff? Are there any questions by any of the other committee members on the information that has been put before you? We can always come back to this later.

Mr. Dean: In the policy business of it, did those people, by a natural process of doing whatever job there is around to do, advise you on your co-ordination role as well?

Hon. Mr. Van Horne: In a sense, although the system is not one wherein they just sit down and say that perhaps you should think about this, that or the other thing. We have specific themes we are working on right now. If you want to break them into groups, we have a concern about the transportation and housing needs, so we have assigned people to those specific tasks.

The point of advice comes later in the process, when they have assessed—and I do not dictate that they should look at nothing more than, say, satellite homes and granny flats; they can cover the waterfront in terms of any housing initiatives or home assistance initiatives, and it is the same with transportation—the advice comes in as they have looked at things and conclude that we could do a, b or c. We have not reached that point in this process yet.

To go back and look at the white paper, the advice started to come from staff, and particularly from Gerry Duda, who is with the Ministry of Community and Social Services; Glen, who is with the Ministry of Health; and Val Gibbons, who is now Deputy Minister of Financial Institutions. Those three, when they were working with me on the preliminary paper, started to

bring the advice factor in about two thirds of the way through the process, after we did the data gathering and worked on how to sort it out.

I do not know whether that answers your question directly or not, but I do not tell them what to do. They take a look at it and come back to me with—

Mr. Dean: I think Mr. Heagle had something.

Mr. Heagle: Perhaps I can address what I perceive to be the second part of Mr. Dean's question. Each of those policy analysts has a primary role in respect to one-stop shopping, for example, or the new extended care act.

The majority of them have a secondary role, so I will pull out the name of a lady whose name is Ann Kirkland. She is one of the senior people on one-stop shopping, but she was also responsible, in the co-ordination sense, for monitoring the multidisciplinary university initiative that came out of the white paper; she was actively involved in its development and in expediting the request for proposals out to the five universities.

Similarly, Dorothy Singer, on my left, whom many of you know, in addition to her major responsibilities as a team manager monitors issues in the Ministry of Community and Social Services, such as the new homemaker program and so forth. They all have dual roles.

Mr. Dean: I see. Therefore, when something comes up in whatever field they are responsible for on a monitoring basis, where a minister will benefit from—

Hon. Mr. Van Horne: They are responsible for informing me, and then it goes on to the ministry.

Mr. Dean: When you come to a difference of opinion between other ministries, then I suppose you look to the particular policy adviser who has been working in that area; or do you just fly by the seat of your pants at that time?

16:10

Hon. Mr. Van Horne: I am inclined to accept advice. You know the system. They would go directly to Mr. Heagle and then he would come to me. We try to meet as regularly as we can. We do not get together every day but we meet regularly. He is responsible for making me aware of any difficulties or problems. He has used a good example of one that is detailed. We have had the multidisciplinary department of geriatrics. We are talking not just about medicine but rather about the entire spectrum of the team that serves seniors.

Mr. Dean: You are anticipating a question I have for later.

Hon. Mr. Van Horne: Then I will not say much more about it. There was an understanding that would be done. It was a matter of working out the details of the letter. I was happy with that. Mr. Heagle met with his counterpart at the Ministry of Colleges and Universities. They had a few different views on how to approach the thing. It got bogged down for a couple of weeks. Mr. Heagle came back to me and suggested we should speed things up if at all possible. I was able to assist in putting on the pressure to get the thing done. I would not call it squabbling; I would call it a matter of pulling the members of the team together at the same time and having them work toward the same goal.

Mr. Dean: In other words, to avoid squabbling.

Hon. Mr. Van Horne: As much as possible. A good exchange of views never hurt anyone. If you allow the process to get bogged down and no decisions are made while the process is taking place, you are not serving anything except perhaps covering your own territory. That is generally how we work out the advice process.

Mr. Dean: That is a very apt illustration of how the two roles fit together. You try to use the skills of one or more advisers to assist in the co-ordination role.

Hon. Mr. Van Horne: That is right.

Mr. Dean: I will hold any further questions on this while someone else comments.

Mr. Chairman: Are there any questions on the staff complement? Has it been handed around to all the members? What other goodies does the minister have for us?

Hon. Mr. Van Horne: The follow-up to that was the suggestion that my role was not very clear in Mr. Dean's mind and that I might not be doing a whole lot. He wondered what I was doing.

Mr. D. S. Cooke: You were wondering?

Hon. Mr. Van Horne: He was.

In general terms, policy review is one major role. I talked about the review in some detail last Thursday for the visiting process and the consulting process. We will be doing somewhat the same with housing, transportation and income support, although we will not be travelling quite so broadly on those themes.

More important is policy development, particularly in these four areas: one-stop shopping, extended care legislation, extended care requirements and rest homes. I am sure Mr. Cooke will want to get into those four. I hope he can be helpful to us when we talk about rest homes

because we have a lot to do there and we are not sure we have all the answers.

The third item is policy co-ordination. We have two prime examples in the initiatives we announced in January and the further initiatives that came out in June on the integrated homemakers program, the various home support systems and the multidisciplinary department of geriatrics.

Those things were done in concert. My job was to get help, to get the Ministry of Community and Social Services to sit down with us and determine that these things should happen. It takes time to do that. In a sense, we are saying to one minister, "You and I have a job to do together, and by the way, this other minister is working." We have a team approach. This did not happen in the past. It is not that it was not the intent, but my understanding is that it did not happen. We got together, which took time.

The last part is the advocacy role I am playing. I know it does not answer the specifics of presentations such as those we had Thursday morning, but that is what I am about. As we get to the new extended care legislation, which is going to cover nursing homes, charitable homes and municipal homes for the aged all in one piece, there is no question that the rights of the clients will be addressed in that new legislation. That is advocacy. That covers the role.

Mr. D. S. Cooke: I have questions on a couple of them. Can you give us some idea of the time lines on the new extended care legislation?

Hon. Mr. Van Horne: We are taking the plan for the whole approach to this to the cabinet committee on social policy on the second Thursday in December, December 11. Assuming they pass it, and I do not see why they would not, we will start in January. We have done the legwork on how to go about it. We have sat down, talked about it and thought it out. That has to be approved by cabinet. We start in January. The standing joke, which at times wears thin in our office, is that a year has six months in it. It takes a long time to write new legislation. Witness, for example, the Family Law Act and the Young Offenders Act.

Interjection: Equal pay.

Hon. Mr. Van Horne: Yes, equal pay legislation.

We hope to have the legislation at a presentation point by 1988, at least for consideration and ripping apart, which means we will take the whole calendar year of 1987 to accomplish our sorting-out process. I have suggested to the staff many times that we have to tighten up that time

line, but I do not know whether that puts the legislative process into a position where it is not adequate.

Mr. D. S. Cooke: We are looking at some time in early 1988—I will believe it when I see it but that is the goal—for when you will integrate the three forms of extended care. Who is going to administer the act?

Hon. Mr. Van Horne: That will be in the act. The area of jurisdiction, which you asked about on Thursday, is a very critical issue. We determined to address the system in the first instance rather than to address the jurisdictional issue. The Premier (Mr. Peterson) and the cabinet have to resolve that and I am confident they will. You know what the options are. You do not have to be very smart to figure out the options. You can take it all and put it into the Ministry of Health, the Ministry of Community and Social Services or a new and separate ministry. You can take variations on the themes.

Mr. D. S. Cooke: It will probably be the last.

Hon. Mr. Van Horne: You have to ask: "Is that costly? Is it going to do anything more than what we have now?"

Mr. D. S. Cooke: Those are all good questions. I hope you will look at it going under the Ministry of Community and Social Services. Have you figured out any philosophy you might follow in the act with regard to profit versus nonprofit?

Hon. Mr. Van Horne: There is no question that the general direction our government wants to move in is to give every possible consideration to the nonprofit. That has been stated fairly clearly by the Minister of Community and Social Services (Mr. Sweeney) and the Minister of Health (Mr. Elston). I do not know that you will ever preclude the profit segment of our society. I think they have made their statements clearly.

Mr. D. S. Cooke: All right. We do not know about that yet.

16:20

Mr. G. I. Miller: What ministry do you feel this should be under?

Mr. D. S. Cooke: The Ministry of Community and Social Services. That has been our position for a couple of years.

What about the short-term amendments to the Nursing Homes Act? What has been your ministry's involvement with the development of the short-term amendments?

Hon. Mr. Van Horne: The involvement has been threefold or fourfold. We saw them in the

preliminary stages. They were vetted by the staff and came to the cabinet committee on social policy. I sit on that committee so I see them both from sitting and talking with staff and at the committee. Every time you go to committee, you are briefed. If I am to go to committee on Thursday and have had a chase-around day on Tuesday or Wednesday, he is either on the phone or catching me in the corner saying: "This is what you have to know for tomorrow. Here is your briefing book and here are your notes."

Mr. D. S. Cooke: I have watched Yes, Minister.

Mr. Dean: If you had been in the process you would have wept.

Hon. Mr. Van Horne: There has been a lot of discussion about this. It has been from the cabinet committee to cabinet and back to cabinet committee for fine-tuning.

Mr. Chairman: And to the New Democratic Party for release and then back—

Hon. Mr. Van Horne: I thought it went to the Star first.

Mr. Chairman: Not this time.

Mr. D. S. Cooke: What about some of the specifics that have been left out of the amendments? For example, what have your feelings been because there is no bill of rights or advocacy in the proposed draft amendments?

Hon. Mr. Van Horne: I am sorry; what was your question again?

Mr. D. S. Cooke: We have looked at the draft. We looked at the original proposals for the amendments. You have been quite helpful to the public in releasing a lot of this information. We got it in the spring. It looked much better than it did when we saw the draft amendments, which have no bill of rights, no advocacy procedure and a very weak financial accountability section. The financial accountability section says the owners of nursing homes are going to have to supply a statement of profit and loss. That is absolutely and totally meaningless.

Hon. Mr. Van Horne: We have said all along that the system needs improving. We have also argued for interim improvements, "we" being myself and Mr. Heagle and the people who are working on the case. You can do one of two things. You can fix it as best you can on an interim basis and then take the long-range approach and do a thorough job of rewriting the whole legislative package, or you can say: "Why bother with the interim stuff? We will take it under advisement and take another two years."

We are trying to get the best of both worlds. We are going to do new legislation but we are just starting with it.

Mr. D. S. Cooke: I know, but there is no financial disclosure section in the current Nursing Homes Act, so you are starting from scratch. You do not bring in half an approach to financial disclosure when you are bringing it in the first time under the assumption you will get it right the second time.

Hon. Mr. Van Horne: Obviously I cannot tell you, although I know things have been circulated.

Mr. D. S. Cooke: Do you know what the time lines are for the amendments?

Hon. Mr. Van Horne: I thought I did. I am not sure whether it is going to be this week, next week or the week after. My understanding is that it will be finished or at least brought into the House. Of course, we never know what the House will do with it.

Mr. D. S. Cooke: Have you had an opportunity to review the regulations that will be attached to the amendments?

Hon. Mr. Van Horne: No. I am not going to say much more than that. Whether I have seen them and whether I have reviewed them are two different things.

Mr. Chairman: We will not be able to pick you up. You are speaking away from the microphone.

Hon. Mr. Van Horne: I am sorry about not speaking into the microphone. I was looking to see what I had brought along as supplementary material. I have the most recent edition of the amendments with me.

Mr. D. S. Cooke: As weak as the amendments are, they are also somewhat meaningless unless at the same time the Minister of Health tables with the House the regulations that are going to be attached to them. At this point, the groups he has been consulting are quite upset that they have not seen the regulations.

Hon. Mr. Van Horne: For what it is worth, I am a member of the regulations committee so I get to see them as soon as they are ready to be seen. They have been talked about but I have not seen them. That is about all I can tell you.

Mr. Heagle: The only comment I can make in trying to address Mr. Cooke's questions is that the Ministry of Health has actively worked with the other ministries in the development of the amendments. The amendments have changed rather rapidly. When we are taking about the

amendments, it is almost a question of which hour's amendments as this has evolved.

Mr. D. S. Cooke: I am talking about the last copy of amendments that the consulting groups have seen, the unions, Concerned Friends of Ontario Citizens in Care Facilities and the various groups that have been consulted. If there are later ones, the groups have not been given copies of them.

Mr. Heagle: That is possible.

Mr. D. S. Cooke: May I ask a question on rest homes?

Hon. Mr. Van Horne: May I make a final point on regulations? The regulations committee sits on Monday at 11:30 a.m. Our agenda is delivered to us on the preceding Thursday. That process is created by the fine-tuning and the legal work that goes into the writing of those things.

Mr. D. S. Cooke: Is it safe to say that your ministry has not been part of the development of the regulations?

Hon. Mr. Van Horne: No. When these things are written, something at the back of the writer's mind says: "Not only do we have to write this new law but we also have to be prepared to enforce it. Therefore, we had better write it in such a way that a regulation can flow from it."

Mr. D. S. Cooke: That was not the question. The question had to do with the development of the regulations that are going to be attached to the amendments to the Nursing Homes Act. You told us that your ministry and your staff had been involved and consulted. From what you and Mr. Heagle have said, I gather that you have not been involved in the development of the regulations. Does Mr. Heagle say yes or no?

Mr. Heagle: To the best of my knowledge, we have not been involved in the detailed development of the regulations to date; but with that qualifier, we have been involved in the development of the amendments and I would even say that some of the amendments will be changed as a consequence of the comments we have made.

Hon. Mr. Van Horne: There is another point. You do not sit down and write regulations with fine points before a bill is concluded because the bill can be amended.

Mr. D. S. Cooke: Except that a bill such as this is not going to be passed until we see the regulations, because the bill is meaningless without the regulations.

Hon. Mr. Van Horne: I cannot say anything more than I have said.

Mr. Chairman: Enough has been said on this bill.

Mr. Dean: I have a couple of points following the specific ones Mr. Cooke has been commenting on. From the way the minister has answered, I take it there is no ongoing process of communication between himself and the other ministers about something of this sort before it comes down. It sounds as though they produce something and you get to see it.

Hon. Mr. Van Horne: No, that is not right. The sharing of information between one ministry and another that I am involved with is as good as it is among the personnel of the group I am working with. It is impossible to know everything that everybody is doing every day. Through my weekly meetings with staff, I can be updated as to where they are and what they are doing. There are times when I fall short of the mark in that regard if I have been travelling out of town. However, you get caught up as best you can.

16:30

We do the same with the Ministry of Community and Social Services and the Ministry of Health. It does not always happen on a formal basis. If need be, it is quite possible I will have a coffee or a luncheon meeting with Peter Barnes, Deputy Minister of Community and Social Services, as a follow-up to a conversation Mr. Sweeney and I have had. Mr. Heagle may or may not be with us.

We are into transportation and housing, and because of the involvement with municipalities, Mr. Heagle and I met with the Minister of Municipal Affairs (Mr. Grandmaitre) and some of his staff last week. We were to meet with the Minister of Housing (Mr. Curling) last Wednesday, but he was at home ill. That is going to take place this week.

There is a constant exchange of information and also an ongoing exchange of information on things that are coming down of a major policy nature. Deputies meet every other meeting with the cabinet committee on social policy. When the ministers are not meeting, the deputy ministers are. There is a two-way street.

Mr. Dean: That is the formal structure, where you have a laid-out agenda for consultation on specific things. I gather that in between those things, if something develops it flows one way or the other.

Hon. Mr. Van Horne: That is right. I cannot give you the detail of the process that has been going through my mind for some time, but as you observe a system or a variety of systems, you

sometimes get a flash of insight that might see the system improve.

To that end, I shared a thought with the Minister of Education (Mr. Conway), Mr. Sweeney and Mr. Elston last week. It is not on the formal agenda, but it is something I think has a significant possible impact for seniors, and so the four of us are going to get together for lunch some time this coming week and kick the idea around. That is not formal, but it is another indication of how we are working as a team.

Mr. Dean: As the person specifically designated as the co-ordinator of the efforts of these other related ministries in all areas concerning seniors, do you chair the CCSP?

Hon. Mr. Van Horne: Mr. Conway does. The CCSP deals with a significant number of other issues. You name it and it seems to be there. Day care is an interesting theme, as is assistive devices. The list goes on and on.

Mr. Dean: I take it, though, that when the chips are down, the co-ordination function is yours rather than that of the other ministers. I am not suggesting they go out of their way to make your way thorny, but you are the one who should blow the whistle and say "Look, guys, you missed something." Is that right?

Hon. Mr. Van Horne: Yes.

Mr. Dean: You exercise that both in this formal structure and in the more informal way you have just laid out.

On the matter of draft legislation for the final extended care act, which has been talked about as floating around someplace, what about the shorter-term one? Is there going to be a draft floated for anybody to see before it comes in as a bill in the Legislature?

Mr. D. S. Cooke: That is what we were talking about.

Mr. Chairman: That is the one that has been floated a lot.

Hon. Mr. Van Horne: It has been floated and then brought back.

Mr. Chairman: It sank and was resuscitated again.

Mr. Dean: It is that one that someone said was the submarine, was it, rather than the long-term extended care one?

Mr. Heagle: It is still at the idea stage.

Mr. Dean: I guess the co-ordinating and monitoring you mentioned in your statement goes on more as an informal than a formal practice. Is that right?

Hon. Mr. Van Horne: Essentially, yes.

Mr. Dean: What do you mean by monitoring? Are you looking for something specific or what?

Hon. Mr. Van Horne: Monitoring is an important factor in the pilot project themes, and that is on specifics that are happening at a certain point. Monitoring can mean something of a broader nature. I will to get Glen to elaborate on monitoring in its broadest sense.

If I may go back to your question of last Thursday, there is a significant difference between what you may have been familiar with in the secretariat system that used to exist and what we are doing now. As I see it, one of the basic differences is the development of policy responsibility and the writing of legislation versus the co-ordinating, monitoring or whatever function you would want to attribute to the secretariat process. I think that is an important difference.

Glen, do you want to elaborate on monitoring in a broader sense?

Mr. Heagle: I will give a couple of quick and easy examples of monitoring. The first one was mentioned by the minister with respect to the multidisciplinary university department. That is a white paper initiative, but the de facto responsibility for implementation is that of the Minister of Colleges and Universities (Mr. Sorbara). We monitor the progress, as my minister recounted.

Another example would be the regional geriatric units. We are in constant touch with the Ministry of Health, which is now finalizing its guidelines. It is their initiative to take forward, but we are monitoring to make sure we agree with the policy and that it is proceeding according to time.

On a more mundane note, we receive submissions and visits from just about every organization of providers or parties interested in seniors' services. Therefore, not infrequently, we will have issues brought to our attention that are analyses of the activities of the Ministry of Health, the Ministry of Community and Social Services or so forth. We will pass those to our colleagues in the respective line ministry and ask whether they are aware of an issue and so forth. We monitor in many ways.

Mr. Dean: Thank you. That helps clarify that part.

Mr. Chairman, I do not know whether this is an appropriate place to bring up a question that may have been more appropriate when we were talking about the budget in general. I will let you know what I have in mind and you can rule whether this is the time or not.

On page 11 of the minister's statement, he said "Together these initiatives," speaking about several programs, "cost an estimated \$18 million." From the best I can figure out, they add up to only slightly less than \$11 million, which is the same thing as was in the budget of the Treasurer (Mr. Nixon). Where is that discrepancy?

Mr. Chairman: I can sense that what the minister was trying to do with this is cover areas of responsibility. There was some question about that. Why do we not try to do that?

Mr. Dean: We will wait till then.

Mr. Chairman: If you look at the way this kind of ministry is laid out, it is easily something in which you can discuss almost any of the matters within the statement or anything that pertains to seniors at any time. I think we will be jumping backwards and forward on a number of issues at any time.

However, why do we not first see whether the minister has more to say about his generalized responsibilities? Then we will move to you and Mr. Cooke, who is on the list as well. After all—and I remind you of this in terms of the speed and alacrity with which you should look at this meeting—we have only slightly less than 7.5 hours left, so let us really clip along.

Mr. D. S. Cooke: I have to leave at about five o'clock.

Mr. Dean: Do you want to squeeze yours in before then? I will take the other hour.

Mr. Chairman: Let us see whether the minister has anything further to add, and then we will go to Mr. Cooke and back to you.

16:40

Hon. Mr. Van Horne: There were a couple of other items we wanted to distribute. I am not sure whether they are in the hands of the clerk yet. Mr. Dean asked about the status of the initiatives that are highlighted in our new agenda. The most obvious one you would be mindful of is the integrated homemaker program, to which other members might want to make reference.

In the beginning, in the early part of 1986, we thought we would be able to bring on stream six regions or communities a year, maybe seven or eight if we were fortunate with the funding. We intended to bring the program on stream so that the province would be totally covered within five years. That was our hope. We have brought on six, and you will be familiar with a couple of them. They are in Huron County, Thunder Bay, Parry Sound, the Waterloo region, and there are two in eastern Ontario.

The programs were monitored; that is the staff watched and saw where there were snags; and when there were problems got people to agree to agree rather than agree to disagree. Finally, the various components of the integrated homemaker program fell into place and got rolling.

It went so well and the finances so improved for us—witness the recent statements of the Treasurer—that we were able to bring on 10 more communities this calendar year. We now have 16. Whereas in the beginning we thought we would have roughly 12 or 14 in two years, we have 16 in less than one year. Some communities are disappointed that they were not chosen. To those communities, I can only say they are all on a priority list and will come on stream as quickly as they can be funded by us, on the one hand, and meet the basic conditions of acceptance, on the other hand.

Dorothy, can you add any more about the integrated homemaker process and how it is brought on stream? Dorothy Singer has worked closely with this.

Mrs. Singer: In determining which sites or geographic locations have been selected, a number of criteria have been used, some of which were a significant population of elderly residents, a well-established and well-functioning home care program, an ample supply of qualified homemakers and a full range of community support services.

It usually takes between three and four months to get a site operational and bring an integrated homemaker on stream. Given that, it is anticipated that the next 10 sites, which were recently announced, will be operational before the end of the fiscal year.

Mr. D. S. Cooke: Before we get on that, may I ask a question?

Hon. Mr. Van Horne: Sure.

Mr. D. S. Cooke: What was the criteria used to determine whether private-profit care was given or whether nonprofit groups such as the Canadian Red Cross Society were used? What was the breakdown?

Hon. Mr. Van Horne: I cannot give you the breakdown, but I can get it for you. To go back to the debate on Bill 113 last week, Mr. Sweeney made some reference to this. In some communities, nonprofit groups are providing virtually all that service, the Victorian Order of Nurses, the Red Cross, whatever. On the other hand, in some communities, there is only for-profit service.

Mr. D. S. Cooke: I know that.

Hon. Mr. Van Horne: Again, it was based on the network of service that was available.

Mr. D. S. Cooke: Perhaps we can take Waterloo as an example. Perhaps someone could tell me the reason the private-profit sector was used in that community when I was told by people in Red Cross that they were more than willing to cover the whole area. The problem is that they have some of the city, but the private-profit sector would not want to have anything to do with the rural area because that is the most expensive area. The Red Cross gets stuck with the rural area and a little bit of the city, and the private-profit people get the city, which is profitable for them.

Hon. Mr. Van Horne: Mr. Sweeney did make more than one reference to this last Wednesday.

Mr. D. S. Cooke: He basically gave us the same answer that you just gave; it is not specific at all. I specifically refer to Kitchener-Waterloo.

Mr. Heagle: Mr. Chairman, I doubt I can add much to the issue beyond saying that, first, as Mr. Cooke is certainly aware, the majority of homemaker agencies and homemaker services are provided in the first instance by nonprofit providers, particularly the Red Cross, which has the largest accumulation.

Second, the choice is delegated to the local provider. As Mr. Sweeney pointed out, in that circumstance in that area, they made a choice to go with a profit-making provider. We are not aware of the detailed circumstances leading up to that decision.

Mr. D. S. Cooke: What is the preference of this ministry?

Hon. Mr. Van Horne: The preference is for the nonprofit sector. I have said it, Mr. Sweeney said it and Mr. Elston has said it.

Mr. D. S. Cooke: If that is the case, why can that not be enforced?

Hon. Mr. Van Horne: Are you going to walk into a community and order it to—

Mr. D. S. Cooke: If you walk into the community and you are planning the program, you can say to the municipality that one of the criteria for the program is that it be delivered by nonprofit concerns.

Hon. Mr. Van Horne: In some communities that is entirely possible; I submit that in other communities, it may not be possible. When you are looking at this program, you are looking at its application to a community in its broadest sense. You have to, in its broadest sense, consider other

things that are available and the whole spectrum of things that seniors are dealing with: elderly persons' centres, the hospital structure, the nature and determination of the various municipal and regional groups—it is a region we are talking about in Waterloo—and assess as best you can the attitudes of the whole team that is going to be dealing with it.

Mr. D. S. Cooke: You are saying the philosophy of the government is that the integrated homemaker program should be provided by nonprofit groups, but the government is not in a position to enforce that policy.

Hon. Mr. Van Horne: I am not sure I know what you are getting at. I am not going to agree or disagree. If you are talking politics, Mr. Cooke, I know what you would like to do and I know where you are coming from.

Mr. D. S. Cooke: That is what you said you would like to do as well.

Hon. Mr. Van Horne: Sure, if it is at all possible.

Mr. D. S. Cooke: At the next meeting of the committee, perhaps we can get an explanation of why it happened the way it did in the Kitchener-Waterloo area. I would like to see the rationale for that since I heard something quite different from people who were there.

Hon. Mr. Van Horne: Whatever I can share with you, I will. We will try to get hold of whatever you ask for.

Mr. D. S. Cooke: Could we get a breakdown of how much of the service is being put out in the private-profit sector, as well as the number of times in the original six projects that intake has been closed down because of the inability of the current number of staff to cope with an intake? Could we also perhaps have something on the wage rates?

Hon. Mr. Van Horne: Let me stop you; I am not sure at what point Mr. Sweeney's estimates are coming—

Mr. Chairman: They have already been and gone.

Hon. Mr. Van Horne: They have already come down? You did not ask Mr. Sweeney these questions?

Mr. D. S. Cooke: No, I did not, because my understanding was that this was one of the programs initiated by your ministry as a policy, and you have been reviewing what has been happening.

Hon. Mr. Van Horne: In concert with the Ministry of Health.

Mr. D. S. Cooke: What you are saying is that you do not have access to that information.

Hon. Mr. Van Horne: I did not say that.

Mr. D. S. Cooke: Then can we get that information?

Hon. Mr. Van Horne: I said if I can share it with you, I will. I did not say I did not have access to it.

Mr. D. S. Cooke: I would also like to get figures on wage rates and staff turnover.

Hon. Mr. Van Horne: I am not sure we can have that for tomorrow, but if you give us a list, we will see what we can get.

16:50

Mr. D. S. Cooke: That is it.

Mr. Chairman: Mr. Dean would like a follow-up.

Mr. Dean: To follow up on an aspect of the same area without getting us too far away from the original question, which was how these function, what is the relationship between the integrated homemaker program and the other community support services? How is that co-ordinated? Is there any co-ordination?

Hon. Mr. Van Horne: When we get to the end of the line with the goal we are trying to achieve—as I indicated in my opening comments, the theme of one-stop shopping has caught the imagination of virtually every service provider and user of service in the province—that is our goal and that is what we are bringing on next year. At this time, we have had one project approved by cabinet. I am going to ask them to expand that. I think we will need four.

I am not sure if cabinet will buy that, but our intent is to have that one-stop shopping process, in its very broadest sense, in pilot projects next year and refined and growing in the province in a staged way, bringing them on stream starting in 1988. The integrated homemaker program is part of the process that will assist in a complete, one-stop shopping delivery of service.

If you think of one-stop shopping as a process, not a place but a process of access or entry into the service system, and if you take a look at what we are doing with the integrated homemaker program, which now has no means test, no medical certificate requirement and service provided on a social service base, with the potential reference for health services, which are covered and which are free too, then you have the beginning of one-stop shopping.

It is much more detailed than that, but that is really the direction we are moving in. Obviously, the services are co-ordinated and—

Mr. Dean: I am sorry, but to focus on what I am really interested in getting at: the point of your description in your statement, which you have underlined again today, is that there was no testing, it is on the basis of need. I think somewhere somebody has to say, "GD needs this." What do they look at? They do not look at my medical test or my financial test. How do they know? Just because I am running around in circles, as I usually do, is that why they say I need some kind of care.

Mr. Chairman: That is between you and the other members of the Legislature.

Hon. Mr. Van Horne: You talk in circles.

Mr. Dean: Somebody, somewhere has to determine, "Yes, GD needs this service." In many communities, of which my own region of Hamilton-Wentworth is a leader, they have a fairly well-developed placement co-ordination service that has a lot to do with this. Without spending a lot of time reinventing the wheel, I suggest if you are not fully familiar with how that one works—and I understand it works extremely well, being one of the oldest ones in the province in terms of experience—perhaps you can cut short your pilot project and get the pure celestial fire from these people.

We had three questions there. I would like to have at least one answered.

Mr. Chairman: Mr. Heagle wanted to make a try at the first one. Can you weave it into that and then let the minister come in at the end?

Mr. Heagle: I will try and do that. The first question Mr. Dean asked was what is the relationship between the new homemaker program and home care. The answer is that homemaker was designed to be delivered directly in conjunction with home care so people were not bounced back and forth from one program to the other. It is fully integrated. That is why we describe it as the first step towards one-stop shopping.

I think your second question was, what is the relationship between homemaker and the rest of the programs? The relationship is similar to the one that exists among all the individual voluntary support programs. The case manager for homemaker will attempt to arrange other services that are identified as necessary, but because we have such a fragmented system the case manager has no authority to compel a voluntary or other agency to provide other services offered by that relatively sovereign body.

That is precisely why we want to go to one-stop shopping, where we would have a case

management system that contracts directly with local providers. Because of the funding stream, we would then be able to say, "This agency will take X amount of homemaker services from you. While I am at, I will take a friendly visitor from you and so much Meals on Wheels, to bring it together in totality."

The basic issue in terms of co-ordination is that we have a series of agencies that are responsible to different authorities, whether the local board, the local municipality, the public health unit or whatever. You have all these services coming down in a vertical stream. What we want to do is bring them all together simultaneously to serve the needs of the elderly person in a total way. You cannot do that purely through voluntary co-ordination. We are now trying to move to one-stop shopping, which will have the authority and the arrangements to bring it together.

What was the third question? I am sorry about my poor memory.

Mr. Chairman: The easiest thing to do is to go back to the member, because I am sure you have provoked other questions from that.

Mr. Dean: I am still not sure I have an answer to my question of what you mean by "need." Who decides what I really need?

Mr. Heagle: Sorry, I forgot that one. For the new homemaker program it is based on assessment of need, on functional abilities. The functions that homemakers provide are cooking, cleaning, shopping and so forth. It is an assessment of the functional abilities of the client, those functions we commonly refer to as activities of daily living. The assessment is normally done by someone who is well qualified to make that assessment. That is the only criterion. We have done away with the medical referral criterion and we have done away with the needs test and the financial criterion. It is the basic need.

Mr. Dean: In all of this, it sounds as though you are saying that somebody from outside has to come in and say: "Do it this way or do it so you do not overlap. Co-ordinate it this way." That is something that alarms me a little bit. I would like to see the people who are already there doing it. You might not have said that, but it sounded that way. You were saying volunteer groups—

Mr. Heagle: It could have sounded that way, but we are not saying that, strangely enough. Our plan is to establish provincial criteria for one-stop shopping, recognizing the differences that exist in every community. The model is to be developed by the community, and the only

criterion is that it must meet the provincial criteria. You can build your model in many ways and still meet the criteria. It is not Queen's Park saying you must organize under this department and you must do this and you must do that. Rather, it is saying you must meet these criteria for administration, for case management and for service co-ordination. How you organize within your community is your responsibility.

Mr. Dean: You are proposing, for example, that if the Red Cross is the dominant and most capable group as seen by results in an area, it could be the co-ordinating group.

Mr. Heagle: We are proposing to have a relatively independent co-ordinating group. We are trying to establish a distinction between provision of service and assessment for service, because you could view an inherent conflict of interest there. We are trying to get a neutral assessment function and service plan, and then the providers move into that.

Hon. Mr. Van Horne: That is really what we are getting at in the last two pages of the report. As Mr. Heagle and I have said on many occasions, we do not want to take a cookie-cutter approach to this program and have every community doing it in exactly the same way. That is why it would be interesting to get Mr. Cooke's reaction and the information he is asking about for the Waterloo region. There is no question that is different from Windsor, Thunder Bay or the rest of the province.

17:00

Mr. D. S. Cooke: You did not choose that.

Hon. Mr. Van Horne: I did not tell Kitchener-Waterloo how to do its business.

Mr. Dean: I want to stress again that what you have said fits in very well with what we have heard in our consultations in our caucus regarding our care for the elderly program. There should be local control as much as possible in all these things so you do not get stereotyping and do not have a cookie cutter.

Hon. Mr. Van Horne: Yes, agreed.

Mr. Dean: I want to say as strongly as I can I think that is the way to go. If you want a good example of placement co-ordination, I know one.

Mr. Chairman: I like all the pastry analogies, by the way, around this time of day especially.

Mr. Dean: They start to be more meaningful.

Mr. Chairman: Mr. Cooke had a point, although it is after five and he should have left by now.

Mr. Dean: He gets time and a half.

Mr. D. S. Cooke: Give me an idea of what happens with the hours of the integrated homemaker program. If someone needs the service, what is provided? How flexible is it, what are the hours, what is different in the restrictions that exist now where there is only home care?

Hon. Mr. Van Horne: That is a good point for me to call on Mrs. Singer. We were going to speak a little bit about the care giver program. I know that is not directly related, but Mrs. Singer has considerable background and information she can share with us that she gleaned when she was with the Ministry of Community and Social Services. Mr. Heagle can take a breather and join in perhaps. Mrs. Singer, will you answer the question?

Mrs. Singer: In both the homemaker and the new integrated homemaker program, the hours are the same. There are the initial 80 hours for the first one, and any ensuing month has 60 hours. At present, the home care program in the ensuing month has 40 hours, but once the integrated homemaker program goes into a location, they bring the home care up to match the 60 hours on the homemaker, so there is no advantage or disadvantage.

Mr. Chairman: The first month has 80 hours. That is total with the homemaker and home care programs, with the medical component as well.

Mrs. Singer: No. Homemaking services are up to 60 hours, and up to 80 hours in the first month.

Mr. Chairman: Any medical components are over and above that.

Mrs. Singer: In integrated homemaker, there would not be any medical component. If there is a medical component, that is going to come in under home care.

Mr. Chairman: I thought because they were integrated that they were totally together, that you would still come under the same program.

Mrs. Singer: It comes under the rubric of the same program, but in one area you would be receiving additional health professional service. In the other area, you would not. That is the basic difference.

Mr. Heagle: A point that might be made is that we are finding from the preliminary information that the uptake on home care is increasing in areas in which the new homemaker program has come in. Quite understandably, our interpretation of what is happening is that there is a

geriatric iceberg out there, which you referred to earlier.

People are coming in for the new homemaker program, which is run by the same organization, and the administrators are discovering they are eligible for home care and are putting them right on it. Similarly, people who run out of their home care eligibility but still require a homemaker are automatically transferred to the new homemaker program. That is the way it works.

Mr. D. S. Cooke: The ongoing number of hours is 60 per month.

Mrs. Singer: Yes.

Mr. Heagle: That is up 50 per cent.

Mr. D. S. Cooke: It is up 50 per cent, but it is still 15 hours a week.

Mrs. Singer: My understanding, and I think I will have to go back to check this, is that there is an average uptake of about 24 hours.

Mr. Dean: May I ask a supplementary on that? What is the situation under the new program regarding odd hours, evenings, weekends and so on? That was one of the things, we heard most frequently in our consultation, that was lacking in the present setup.

Mrs. Singer: In tendering with your service providers, such as Red Cross and the various profit and nonprofit organizations, one of the determinants is that the service provider be flexible to provide ongoing homemaking not only five days a week on an eight-hour day but also on a seven-day week, 24-hour-day basis. That is one of the criteria they are using in determining which service providers to accept.

Another consideration is flexibility in the number of hours of service provided during the day. Right now, a number of agencies indicate to our home care units that they will not provide services for less than four hours, or perhaps three hours, on a daily basis, even though the person may need the service for only one hour a day. That is another of the criteria they are looking at to determine acceptance of service providers.

Mr. Dean: Would the average update you quoted include the kind of unusual hours that might affect, say, 25 per cent of your clients?

Mrs. Singer: Definitely. They are encouraging the development of a very flexible homemaking system.

Mr. Dean: That is certainly what is needed, from everything I have experienced and heard people say.

Mr. D. S. Cooke: Is there any financial accountability built into this for the private care

givers? Do you contract it out? The chairman is saying yes. Is that what happens? It is contracted out and you do not take a look at their budget and have no idea what their profits are?

Mrs. Singer: Because it is a purchase-of-service arrangement, I do not think we would be looking at their budgets.

Mr. D. S. Cooke: With that type of care, we have the same situation as with the private nursing homes. We have the same philosophy. We just purchase care and that is all that matters.

Hon. Mr. Van Horne: No, it is not all that matters. Keep in mind that I am learning as we go along through the exercise. I think it is a fair question for me to ask: "Okay, you are a profit group. What is your staff turnover?"

Mr. D. S. Cooke: In my office?

Hon. Mr. Van Horne: No. If you were running it, if you were David UpJohn instead of David someone else, I might ask, "What are your administrative costs?" That is a fair question.

At any rate, you are right when you say we do not have a specific process, and we are assessing that. That is not to suggest that perhaps we should not have one or we will not be developing one. That is tied into part of the process of selecting different communities with different levels of service already there, some of it profit, some of it nonprofit, some of it good, some of it needing improvement.

We do not want to be looking through the same looking glass at the same object and have a whole lot of other things going on and say now that we have that one object in focus, the rest of the province will fall into place.

Mr. D. S. Cooke: How do we assess this? You say the general approach is a purchase of service. Do not things such as staff turnover, wages, complaints and profit levels matter?

Hon. Mr. Van Horne: To a degree, you rely on your staff feeding back to you. That is a pretty important part of the process. If you are asking whether we have a manual of management by objective process with this, there are certain criteria the Ministry of Community and Social Services people are looking for and that the Health people expect to see happen, but I am not sure they are carved in stone.

Mr. Heagle: Perhaps I can try to address Mr. Cooke's question. Service contracts with profit-making providers should include hours of service, some form of standard of quality of service, terms and conditions, price, etc. I do not believe the service contracts would normally audit

profits made by that firm. I would not suggest they do.

17:10

Mr. D. S. Cooke: Would they audit the staff turnover?

Mr. Heagle: The case manager for that unit should be auditing two things. One is quality of care, and quality of care is indirectly affected by turnover.

Mr. D. S. Cooke: Quite directly.

Mr. Heagle: There is no question, and I could tell you a story about the 80-year-old I am working with at the moment on exactly that point. If they are turning over continually, the case manager for that service should be entirely aware of that and it should reflect upon the performance of the agency.

Mrs. Singer: May I just interject here for a minute?

Mr. Chairman: Certainly.

Mrs. Singer: In relation to that, Mr. Cooke, when they are tendering or when they are making agreements with the service providers, the conditions are laid out by the case managers. For example, the client requires X number of hours of services and prefers services to be provided on X days; or there shall be no change of the homemaker unless the case manager is advised of such. Thus, criteria are built into the contract to ensure that there is consistency in the provision of the service, regardless of whether—

Mr. D. S. Cooke: That is on each individual client's contract.

Mrs. Singer: Yes.

Mr. D. S. Cooke: But the overall service has been tendered already, so that if I live in a certain area of Kitchener, I am going to get service from a particular care giver regardless of what the contract says and regardless of what the performance of that agency has been in the last couple of months, because it has been tendered and there is a contract with that service for a certain period of time.

Mrs. Singer: Your complaint issue comes in at this point. It is a well-known fact that the first source of complaint is your clients who are receiving the service, and they are not above complaining immediately.

Mr. D. S. Cooke: To whom are they going to complain?

Mrs. Singer: They complain to the case managers immediately.

Mr. D. S. Cooke: And the case managers see the clients how often?

Mrs. Singer: I cannot be sure at this point, but the case managers probably see the clients at least once every two weeks—or they have contact with them. They may not see them, but at least they are in contact with them or with the family.

Mr. D. S. Cooke: I hope one of the things the ministry will look at, and I guess the Ministry of Community and Social Services would eventually be the ministry to look at it, is a real examination of these private care givers and what their profit levels are. There is no use making the same mistake that was made with nursing homes, where there was no accountability whatsoever.

Mr. Heagle: I just want to make an observation that may put things in perspective. I am now working on what I refer to as my second generation of 80-year-olds. We have moved from home care, because the eligibility for home care has run out, to a nonprofit homemaker agency whom we pay. We pay the full price. There is no integrated homemaker in Toronto.

I had to go through three sources to the top of the agency to ensure that they did not change the homemaker—exactly the point you are making. The reason they intended to change the homemaker was that it was their policy that homemakers who worked on home care, apparently, were not the same ones who worked on the other service. So I did not go directly; I went through friends of mine with whom I negotiate in the Visiting Homemakers Association, and it was resolved.

The point I am really trying to make is that there is a whole series of issues that we have to work out in respect to service providers, both for profit and nonprofit, because the homemaker industry is not what you would call a massive industry. It has been growing recently and it primarily is occupied by part-time people. As we bring in this new program and as we go to one-stop shopping, we continually have to flesh out those sorts of contractual things to ensure the quality of service on both sides of the fence.

Mr. Reyecraft: In areas where the integrated homemakers program is available or is to become available, how are seniors made aware of the program?

Hon. Mr. Van Horne: That is a good question. The people who deliver the program are obviously the first to know about it, and there is the grapevine system that works. However, the best communication device we have at our disposal as a government process—and I am speaking not of a political party but of the whole service delivery system—is something called Especially for Seniors. It is a quarterly

newspaper-type publication that is distributed to every person over 65. There are other ways of making that information available—elderly persons' centres bulletin boards and that sort of thing—but we do not have a strategy for widely publicizing that I am aware of. Mrs. Singer can elaborate on that.

Mrs. Singer: When a site is designated, a consultation with that community is put into place immediately. All the service providers, either home support or homemaking, are invited and advised of the program and of how it is going to operate. You have your discharge plans from the hospitals and, as I recall, even some family physicians were present at the consultation. You have local publicity arranged through the media at different times to make sure the people become aware of when the program is going to become operational. Every home care unit has its own publicity program that it uses to publicize the program as it becomes operational.

Mr. Reycraft: Has any consideration been given to using municipalities and tax notices or assessment notices as a means of informing seniors of the availability of the program?

Mrs. Singer: It is a thought and it should be given consideration because it may be a very viable source of publicity.

Hon. Mr. Van Horne: Using the two instances we have gone through, my initial response to your question, Mr. Reycraft, was that you have to start with the grapevine and the service providers; that is obviously where you have to start. However, in both instances we did have press releases, both at the local level and at the ministerial level, and then the details of how it is picked up from there are provided by Mrs. Singer.

We do not have the luxury of having Especially for Seniors come out at exactly the same time as these programs may be announced or brought on stream. Beyond that, we do not dictate the editorial policy of that publication. It is basically run by the advisory council. The present chairman is Ivy St. Lawrence, and there is an editorial board that picks the material and runs with it.

It is fair to say that if you have a program such as this sweeping the province, you can make note that it has been introduced in these communities, say that this is what the program does and that you look forward to its happening in other communities in the next two, three or four years. That is another way of getting at it.

Mr. Reycraft: I appreciate that, but I have a concern that in rural areas particularly it may be

difficult to spread awareness of the program. Certainly my experience as a member of the London-Middlesex board of health was that it was difficult to communicate with seniors and other people the programs that were available. Often people were in difficulty, serious difficulty sometimes, difficulties that could have been avoided had they been aware of programs such as this one that might be available.

The other question I have may have been asked already, and if so, I apologize for not being here when it was asked. How is the determination made of the amount of care that an individual is to receive?

Hon. Mr. Van Horne: Mrs. Singer talked around that; I am not sure she specifically—there has to be some form of assessment, obviously.

Mr. Reycraft: That is done by the case manager, as I understand it.

Mrs. Singer: Yes. The case manager assesses the amount of care or assistance that a person requires.

17:20

Mr. Reycraft: So he decides whether it is to be 80 hours a month or 40 hours a month.

Mrs. Singer: Yes.

Mr. Dean: The term "case manager" that has come out in the last few minutes was not referred to anywhere before. I guess it came out in part because I asked how they decide what the need is. That is what you are trying to determine there. Is this the chief Pooh-Bah of the whole affair, then, in the local community?

Hon. Mr. Van Horne: No; I would not say so. Because the program is being administered by the Ministry of Community and Social Services, the chief Pooh-Bah at the local base would be the regional manager. Therefore, if you had a complaint or a concern in a region such as London-Middlesex, you would call Frank Capitano, and he would work in concert with the Health people, who would be Dr. Pudden and the group that is working with him. Again, it is teamwork. The local medical officer of health is Dr. Pudden; the local head of Community and Social Services is Frank Capitano. If you have a complaint, you go to Frank. He works it out with Dr. Pudden and staff.

Dorothy, do you want to elaborate on that?

Mrs. Singer: To use your vernacular, the chief Pooh-Bah is really the administrator of the home care program, who is responsible for ensuring that the program is delivered. The case managers have responsibility for assessing whether the person needs the service and, if the

person needs the service, for arranging, monitoring and reassessing to make sure the client is getting the services necessary.

Mr. Dean: Then each designated area, in this case we are talking about the region of Waterloo, will have a manager—a local manager, regional manager, whatever you call them.

Mrs. Singer: Yes, and a number of case managers.

Mr. Dean: I see. That regional manager would then be directly responsible to the Ministry of Community and Social Services in Toronto someplace.

Mrs. Singer: No. In Waterloo he is responsible to the regional commissioner.

Mr. Dean: That is the devolution of authority.

Mrs. Singer: Yes.

Mr. Dean: You were speaking earlier about how the medical aspect of it gets integrated into this. That starts with the patient having a medical problem in the first place that the doctor would be aware of and he would initiate it, or the homemaker might pick it up or what?

Mrs. Singer: Either way.

Mr. Dean: Have you had enough experience so far to know how that form of co-ordination works out, since we are talking about the minister's co-ordinating role here?

Mrs. Singer: It works very well. That is why we call it an integrated homemaker program. If I may just give you a scenario: we get a referral to the program. Initially one does not know for which program that person may be eligible, and so a case manager will go out and do an assessment. Either one or two things may happen. He may say, "I think this person should receive home care." He or she will be assessed for home care and then put on the home care program.

If the integration were not present, you would have two streams going. Your case manager for an integrated homemaker would go out, assess and say, "Gee, I think this person is eligible for home care." He would not complete the assessment; he would need to refer it and send out a new case manager and start the process again. This way you have integrated it. The person has one manager, and you have stopped that duplication of services.

Mr. Dean: Even though home care is still provided by the Ministry of Health, the decision about who needs it is made by the case manager, who is basically an official of the Ministry of Community and Social Services?

Mrs. Singer: No; the case manager is an official of the home care unit.

Mr. Dean: The home care unit.

Mrs. Singer: That is right.

Mr. Dean: But not integrated homemaker then? I thought I had it for a minute there. How do you assure co-ordination then?

Mrs. Singer: Because a case manager is providing both services; regardless of what the assessment determines, she will be the provider of both services. Of course, in the area of home care they will eventually have to get a physician's referral on the case, but a new person will not be coming out to do another assessment.

Mr. Dean: I see.

Hon. Mr. Van Horne: We had a couple of other items to distribute in response to the points made by Mr. Dean on Thursday last. The first of these two is some information on the Alzheimer's support projects.

Mr. Dean: Before we get into that, Mr. Chairman, I think my colleague the member for Lincoln had a supplementary on the last topic we were talking about.

Mr. Andrewes: It is up to you, Mr. Chairman. If you want to carry on, I would be glad to pursue the issue later.

Hon. Mr. Van Horne: We are here for 10 hours and we are available.

The Vice-Chairman: You might as well get it off your chest now.

Mr. Andrewes: There is a very friendly atmosphere here.

I want to pursue the issue of the integrated homemaker program to some degree. When we talk about the case worker or the case manager, what is the ratio of clients to case managers?

Hon. Mr. Van Horne: I would have trouble with that one.

Mr. Heagle: I believe it varies from area to area. We will try to get the ratio for you.

Mr. Andrewes: Why would it vary from area to area?

Mr. Heagle: In some geographic areas there is a great deal more travelling. Since as much of the work is done with the individuals in their homes as possible, I doubt that you could carry the same case load that you can carry in a highly urbanized centre.

Mr. Andrewes: Okay.

Hon. Mr. Van Horne: It is fair to say, too, that there are varying needs from community to community. For whatever reasons, you may

have a very heavy case load right in Thunder Bay itself and not quite as heavy a case load in the surrounding territories, yet you have a heck of a lot of distance to cover travelling to Red Rock or wherever. It is a combination of factors.

The other thing we have to admit is that we have been working with this for less than a year, and it is being watched by the program supervisors and by the regional managers. I mentioned Mr. Capitano as an example of one person in my community, London and Middlesex. He shares his experience with Dr. Pudden and with the program supervisors, and they will be giving us input on needs. You might want to observe that not very many programs are reduced or cut back; they always look for more assistance, but that is not necessarily bad if the growth that might come comes from meeting the need that is out there and from more people becoming aware of the programs.

Mr. Andrewes: When the case manager does the assessment of need, what are the components of that assessment?

Mrs. Singer: The case manager is looking at how well that person can function. What kind of assistance does that person need to help him get through the day? For example, does he need help dressing? Is help required to get him in and out of bed? Does he need help with the preparation of meals or does he need help with feeding? Those are the areas that one looks at to determine the kinds of activities with which he requires assistance.

Mr. Andrewes: These are basically functional components. There are no medical components.

Mrs. Singer: None.

Mr. Andrewes: Is there any area within that assessment where there might be some medical component?

17:30

Mrs. Singer: In the integrated homemaker program we are looking primarily at the activities of daily living. When you are looking at home care, you are looking at the medical requirements.

Hon. Mr. Van Horne: If I may interject, there is the instance wherein someone coming in on the integrated homemaker program might observe that the medication sitting on a counter has not been taken by a person in the past few days. There may well be a need for that homemaker to make the supervisor or the case worker aware of that other side of things. Technically, they cannot get involved with

giving medication, but they can observe that one's medication regime is not being followed as it should be and take appropriate action, which may be simply to say, "Did you forget?" or whatever.

Mr. Andrewes: The minister should not misinterpret my irrational behaviour—

Hon. Mr. Van Horne: I would be the last person to do that.

Mr. Andrewes: I wonder if it is ever possible to describe the case manager as an advocate. Do case managers fulfil that role?

Hon. Mr. Van Horne: I have always chuckled to myself when we talk about something like an advocate and immediately think of it as being a carved-in-stone creature. Advocacy in my view is not quite that formal. It does apply in a case like this. I think the answer to your question is yes, but not necessarily in a formal, defined way that is structured in law or carved in stone. What you say makes sense to me.

Mr. Heagle: There is no question that there is an advocacy role in case management. The case manager for either the home care program or the new homemaker program—because he is the same person—is responsible for getting clients whatever services the clients are eligible for under the appropriate program. Second, he also has a secondary responsibility for trying to get the other services for them which are not under his direct control. I view that not only as co-ordination but also as advocacy.

Further, coming back to your comment about the medical relationship, if a case manager sees that there appears to be some problem, he should be liaising with the family physician, because the family physician still maintains his or her position in relation to the medical care of that individual. That is another form of advocacy.

We are all advocates. The members are clearly advocates. The minister is the advocate for the elderly, and everyone from the homemaker all the way up views himself as an advocate for services and for the client. We sometimes get confused about our nomenclature because everybody believes he does that, just as everybody believes he does case management, which is what I am now doing for my spouse's mother, but that is another story.

Mr. Andrewes: I think I will pass now. I may have one or two questions later.

Hon. Mr. Van Horne: We were about to talk about the other item, the Alzheimer's support program. A paper on this has just been distributed.

Last week, in response to a question from Mr. Dean, we indicated that we have on stream 27 projects which are new to the province; so if you would like to look at the list you have and ask questions, either Mr. Heagle, Mrs. Singer or I will attempt to field them.

Mr. Dean: I note that zero has been allocated to my own region at the moment; that is the only one with the big blank. I am not quite sure why there is an estimated annual cost when nothing has been given. Aside from that, the first thing that hits my eye from a very quick scan of the estimated cost for fiscal 1986-87 is that it is in the order of \$1.6 million. What happened to the \$4 million you were talking about?

Mr. Heagle: The \$4 million was made available. If the member looks at the proposed starting dates in the right-hand column, he will see there is a wide array. The proposed starting dates have been occurring throughout the year; some of them will not occur until late this year. When you come to the total amount we will be spending this year, it could be less than \$4 million. However, the annualized figures should be very close to \$4 million. David, what is the—

Mr. Dean: Come clean. I do not have my calculator with me.

Mr. Chairman: Not only come clean, but come to a microphone. This is Mr. Kennedy. He is very clean.

Mr. Kennedy: The dollars allocated to Alzheimer's disease were divided into capital and operating; \$600,000 was put aside for capital, leaving \$3.4 million for operating. We anticipate the projects coming on stream will come very close to that \$3.4 million. We have some new projects still in the discussion stages.

Mr. Dean: Are the annualized costs, which I did not add up, supposed to come to about \$3.4 million?

Mr. Kennedy: Yes.

Mr. Dean: Cross your heart?

Mr. Chairman: I have known him a long time. He is to be trusted.

Hon. Mr. Van Horne: He is pretty good with a calculator.

Mr. Dean: This does not give a lot of detail about what the different recipients of these grants are doing. Can you give me a suggestion of one or two of the different kinds of treatments that are being provided?

Hon. Mr. Van Horne: We did not demand that any request be specific in terms of following points A, B and C that we laid out. We said we

wanted the local Alzheimer Society of Canada to be the group that considered its need, thought about it enough to put down some specifics of what it felt it needed and sent that submission to us. We did not have predetermined criteria for them to meet.

Brantford's program, for example, is basically in-home respite care service. It is day care in Cornwall. In Mississauga, it is day care, transportation, in-home respite and vacation care. It varies from community to community, depending on the need perceived by the people who are working most directly with it, the Alzheimer society.

Mr. Dean: I would like to know how this squares with the information I received—I think it was from Mr. Sweeney—when I asked a question, that two research projects were being funded by the money that was being made available for Alzheimer's. Is that any of this funding?

Hon. Mr. Van Horne: That is not here; that is separate.

Mr. Heagle: We will have to check that. Which two projects are you speaking of, Mr. Dean?

Mr. Dean: I do not know which they were. He just said that was what was happening.

Mr. Offer: On page 11 of your statement, you allude to a \$1-million fund for projects related to Alzheimer's disease. Where is that \$1 million?

Hon. Mr. Van Horne: It is here. I am looking for Glen to elaborate on that.

Mr. Heagle: The \$1 million referred to on page 11 should be—

Hon. Mr. Van Horne: That is what came on in January.

Mr. Heagle: —the first-phase \$1 million, which came on in January. There was a supplementary announcement of an additional \$3 million, which came on June 2. That takes us to the \$4 million figure to which Mr. Dean has been referring. All those projects are under that aggregate \$4 million figure.

17:40

Hon. Mr. Van Horne: Essentially what happened was that in the first announcement, we felt \$1 million would probably be close to the mark in terms of meeting the needs that Alzheimer's societies felt they had. When the announcement was made, they jumped very quickly on the bandwagon, as it were, and a lot of requests for information, support and what have you came in, and we determined that \$1 million

simply would not be enough. Therefore, the Treasurer (Mr. Nixon) agreed to increase the amount available to \$4 million. That is the reference at the top of page 11.

Mr. Offer: You have indicated there are 27 projects now on stream. Can you share with us whether you expect more projects to be met and how the funding of \$4 million will meet the challenge of a year or two? Do you have any sense of what might happen?

Hon. Mr. Van Horne: There is no question it is going to grow. I am not sure I would like to speculate on where we may end up with the number of projects, but there certainly will be growth. I do not know whether Mr. Heagle can add anything to that.

Mr. Heagle: The projects listed are the ones that either are on stream or have been approved but have not yet come on stream. This is November 27, I believe, and we still have virtually—

Mr. Chairman: That is wishful thinking. I think that is when the estimates are due to end.

Mr. Heagle: A Freudian slip on my part, Mr. Chairman.

Mr. Chairman: I was with you.

Mr. Heagle: We have almost four months left in the fiscal year for people to make applications. The obvious upper limit of what we can fund is the cap that is the \$4 million.

Mr. Offer: I have one further question with respect to the programming. You have indicated there are no cast-in-stone requirements on the basis of this programming. Is there any indication given to the people who are applying on how they should prioritize their particular—I am just looking for some sort of handle that the ministry has on these programs and, in particular, whether there is a service the ministry is providing or would like to provide to offer some help to the families of people with Alzheimer's disease.

Hon. Mr. Van Horne: If I can use a personal instance, I was invited to Parkwood Hospital in London shortly after the first announcement was made. Parkwood is a chronic hospital in our community, and it is offering a variety of programs. It has a very good rehab program, and I speak from personal experience. My father, who had a stroke and ended up there for some months, was aided immeasurably in the recovery process through their expertise.

They had a situation wherein there had to be some focus put on meeting the needs of Alzheimer's disease patients. Part of the determination to proceed and solve the problem came

through the announcement we made. They asked me, "What do you expect?" and I replied: "What do you expect? You tell me what you think you need." They started talking about it. They had the Ministry of Community and Social Services in; they sat down and chatted with David Harvey from the local regional office and ultimately came up with a program. If you want the detail of it, I will provide it for you later. They are under way now with a program that is listed here.

Therefore, it came from their determination to do something. They were not so sure exactly what they wanted to do in the first instance, but we did not carve it out for them. We got them talking, met with them, and then they proceeded and came out with their own program.

Mr. Offer: Is there anything specific you are looking at with respect to aiding, helping or assisting in some way the families of people with Alzheimer's?

Hon. Mr. Van Horne: Most of the programs are intended to provide some sort of relief for the families who are working and living with an Alzheimer's patient. Glen, do you want to pick up on that?

Mr. Heagle: There are four sets of general terms that apply. The money is to be connected directly to day programs, respite programs and vacation programs and counselling—for families more than anyone else, education and information for families.

The day, respite and vacation programs not only help the Alzheimer's victims themselves but also take some of the burden off the family and give them a chance to get a bit of a breather and reduce the tension.

The counselling, education and information works directly with the families to get them to come to grips with their problem and give them helpful ways of managing an Alzheimer's victim. I am sure members have had experience with that. It is not the easiest thing in the world to do. Counselling from the Alzheimer society and other people who have been involved in the support of an Alzheimer's victim is very important to the family.

Hon. Mr. Van Horne: The attachment to the information on Alzheimer's deals with respite care; so we want to look at that too.

Mr. Andrewes: Are any of these groups providing advice, education or assistance to families on the legal rights of patients?

Hon. Mr. Van Horne: I have nothing that would suggest that. We will inquire and report back to you.

Mr. Andrewes: In terms of the programs themselves, is a proportion of the allocation being spent to train physicians, primarily family physicians, to recognize the symptoms of Alzheimer's? Probably one of the most frustrating aspects of this disease is the fact that some family members think they know more than the physician and the physician is hesitant to sit down and explain the whole situation to them because he himself might not be sure of what he is saying.

Hon. Mr. Van Horne: My knowledge in this area is not great, but let me submit to you that I am not generally aware of that happening.

In my own community of London, Parkwood Hospital is located in a city where there is a medical school. There is a natural sharing of information back and forth with the medical people who are seeing neurologists working on themes such as this. Let me cite the name of Dr. Cape, who was on staff at Parkwood Hospital and was on the faculty of the medical school. He has just moved down to the US. He is almost in his retirement years if not in his retirement years. He was there. You simply cannot help but have the message he was carrying on Alzheimer's and on the various other themes in which he was quite interested and involved flowing back through the medical school.

I cannot give you any specifics on the amount of time that may have been spent in the program. I will turn it over to Glen.

Mr. Heagle: I have two comments. First, to the best of my knowledge, I do not know of any specific part of that \$4 million being used for that purpose. One of the major purposes of the proposed multidisciplinary department at the university is not just in-service and clinical training; it is also continuing education programs. I assume one of the areas that would be dealt with in continuing education is that whole aspect. The conversations I have had with universities that intend to respond to the request for proposals indicate they are all putting a very heavy emphasis on the continuing education program. The dimension in its broadest sense is one of the targets.

17:50

Mr. Andrewes: It is a very important area. I have had occasion in personal and family circumstances to run into it, and there are a number of families in our community in which the family member perhaps never sees a gerontologist, never sees anybody who specializes in the field and is not able to access an assessment centre or a university facility. He simply goes to

the family doctor. It is a clinic of three, four or five doctors. He has been going to the same doctor for 25 years. One of the family members picks up the paper, reads a little bit about Alzheimer's and says, "Those symptoms are exactly the way my father is reacting these days." He asks the doctor, and the doctor says, "I would not want to say specifically it is that."

It probably would be much easier for many of these other programs, particularly the educational portions of them, to have a great deal more relevancy and importance if families knew the way to access them, and the way to access them is to know what you are coping with.

Hon. Mr. Van Horne: This will sound, I am sure, as if we are beating our own drum and being self-congratulatory, but what we tried to stress in the white paper was the holistic approach to service for seniors. We did make reference to the need for developing a multidisciplinary department of geriatrics to cover the whole spectrum of service. We did make reference to the need for more people to be trained in psychogeriatrics. We talked about the regional geriatric assessment units. The whole theme of teaching and training is one about which we are very sincere. We have put our money where our mouth is in terms of funding.

On the other hand, we realize that this is a long-term project. You cannot simply train these folks overnight, nor do you get the present group of service providers—if you want to talk just about doctors, the general practitioners who are out there now—to sit down and be trained in-service so that they have expertise on this. You have to hope they keep upgrading and informing themselves through reading journals and all that good stuff, but we are facing a huge problem and it is going to be a long time before we have professionals out there who are as well trained as we would like them to be.

That is not to slam the medical profession or any of the health service people; it is just a fact of life that society as a whole has not done a whole lot to address itself to what used to be called the dementia theme.

Mr. Dean: Is it a big enough problem that there should be a crash course for doctors or for other people who work with it?

Hon. Mr. Van Horne: I am not sure I have the expertise to assess that. I do not know the answer to that. You do not want to handle that, do you?

Mr. Chairman: The difficulty in speaking from personal experience on this is that there is only so much that a general practitioner can do anyhow in interpreting whether it is Alzheimer's

or another form of dementia and/or severe depression, for instance. It is often a problem in our institutions to try to determine why people are acting the way they are. As I understand it, you cannot really tell it is Alzheimer's until you have had a full neurological examination. That is the only time you understand that there is actual brain loss. It makes it very difficult for the average general practitioner.

Mr. Offer: The whole question of Alzheimer's from the family standpoint is that it has been around for many years, but with respect to its public knowledge and awareness it has just been discovered, in essence, last week. There is an evolutionary type of process with respect to public awareness of an individual who might be experiencing some of the symptoms to say that this may be a form of Alzheimer's disease and then take the proper medical route. But it is very recent as far as it goes. It did not matter what type of medical treatment one had or in how many institutions, it was thought of not long ago as being old age. That must put some stress and strain on the different programs that you are trying to institute because of the fact that the public awareness is just starting now.

Hon. Mr. Van Horne: Perhaps it is coupled with some other factors. One of them might be that in the days I recall, when I would visit my grandparents in a small community such as Goderich or Clinton, old Mr. Jones down the street was described as being a touch forgetful and being looked after by family. That poor old chap may have been suffering from Alzheimer's, but it was not described, defined or diagnosed as such in those days. The family looked after their own. That is not necessarily the way it is in all cases today. I do not know whether changing family structure and lifestyle that we have in the 1980s is something we have to consider. I do not know what records were kept. I do not know very much about this whole process.

Anyway, with the few remaining minutes we have, there is another attachment there. If there is any question on respite care—

Mr. Dean: Before we leave respite care, I am wondering when we are going to be able to have some of those things in our region since the only

one that is listed has a blank as far as funding goes.

Hon. Mr. Van Horne: I would have to assume that they have not applied because this was not done on a regional basis. We took the applications, through the Ministry of Community and Social Services, and dealt with them as they came in.

Mr. Dean: Do you mean to say St. Joseph's Villa applied but did not reapply?

Hon. Mr. Van Horne: I do not know that. We will inquire and see if there were any applications or requests for funding for anything from your territory.

Mr. Chairman: What is being passed out to you now is entitled Seniors' Initiatives: Respite Care Programs in Ontario. Do you want to give a brief description?

Hon. Mr. Van Horne: Very briefly, we indicated through A New Agenda that we would emphasize any innovative community approaches to respite care. We have had 13 new programs brought on stream. They are listed there for you in terms of region and cost. If you have specific questions, we will note them and get the specifics back to you.

In conclusion, I have a couple more responses to questions raised by Mr. Dean, but Mr. Cooke had a list of specifics that we brought supplementary information for and we can share that with you next time.

Mr. Chairman: Is it not lucky that we still have more than half of the estimates to go, so we can adjourn until Tuesday?

Hon. Mr. Van Horne: Are you suggesting that if we answer all the questions by tomorrow that you will not want to see us again?

Mr. Chairman: I am always anxious to do what the committee bids me to do. If the committee decided that it had had enough of your estimates by tomorrow night, I would go along with the committee. If it decided that it wanted to take a full 10 hours, I would accede to that as well. Right now, I will use my prerogative and adjourn as well.

The committee adjourned at 6 p.m.

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Witnesses:

From the Office for Senior Citizens' Affairs:

Van Horne, Hon. R. G., Minister without Portfolio (London North L)
 Heagle, G., Special Adviser
 Singer, D. H., Manager, Policy Development
 Kennedy, D., Senior Policy Adviser

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Hansard

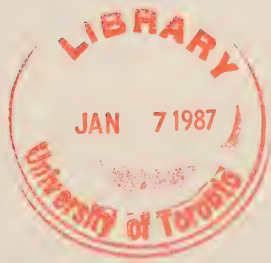
Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Senior Citizens' Affairs

Second Session, 33rd Parliament
Tuesday, November 25, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 25, 1986

The committee met at 3:39 p.m. in committee room 1.

ESTIMATES, OFFICE FOR SENIOR CITIZENS' AFFAIRS

(continued)

The Vice-Chairman: I recognize a quorum. I believe the New Democratic Party critic will be joining us shortly. There are such exciting things going on in his life and, we can understand, some other attractions perhaps.

Did we leave off with anyone in terms of a series of questions?

Clerk of the Committee: We were discussing the handouts given by the minister.

The Vice-Chairman: The minister was in the middle of discussing the handouts, I believe.

Clerk of the Committee: No, he had finished.

Hon. Mr. Van Horne: We had a variety of handouts, and we did not provide for Mr. Cooke a couple we had with us yesterday. I am not sure we should proceed on those themes, given they were of particular interest. I just had it in my hands. Is this it? Very good.

Mr. Dean: The last one we got was on the respite care programs.

Hon. Mr. Van Horne: Does Mr. Dean have anything more on that?

Mr. Dean: In a general way, what do you look for in determining which proposals are accepted for respite care programs? I understand this is under the Ministry of Community and Social Services, but I presume you have some advice to offer from time to time.

Hon. Mr. Van Horne: I am sorry to be taking this time, but I cannot find a copy of that. There are times when you get so much paper you cannot sort it all out.

Mr. Dean: It is a disease of government. Sometimes it is useful to have it to paper over the cracks.

Hon. Mr. Van Horne: Here we are; the lost is found, and the mike is working. The question was criteria?

Mr. Dean: Yes. How do you decide, for instance, that the new credit association in Brant county gets—

The Vice-Chairman: I gather we are having a bit of a problem picking things up on the mike. Can everybody raise the level a little?

Hon. Mr. Van Horne: Do you mean talk a little more loudly?

The Vice-Chairman: Talk a little more loudly, but without anger.

Mr. Dean: Is this loud enough? He says he can hear all he wants of me like this.

Hon. Mr. Van Horne: If you do not mind, Mr. Dean, I am going to ask Mrs. Singer to respond to your question.

Mr. Dean: Thank you.

Mrs. Singer: The respite care services program is a new program for the Ministry of Community and Social Services. In that regard, it needed to develop specific criteria which are provided to its area offices. The best thing for us to do would be to get those criteria from the ministry and provide them to Mr. Dean.

Mr. Dean: There is an established list of things you look for. Would you say they would be the same for every one of these, or is there a variety of arrangements that can be made?

Mr. Singer: I suspect there is a variety of arrangements. Respite care provided in an institution would be very different from the respite care service provided in the community.

Mr. Dean: These could be one or the other. I look, for example, at the one I mentioned before, the new credit association in Brant, and I see Six Nations in Hamilton. Those would tend to be community-based ones rather than institutions.

Mrs. Singer: I suspect so.

Mr. Dean: On the other hand, Macassa Lodge in Hamilton-Wentworth, being a home for the aged, is likely centred there.

Mrs. Singer: Yes.

Mr. Dean: In any case, I am interested in knowing what is involved in respite care. I am becoming increasingly aware of how important it is, not only for Alzheimer's care givers, which we discussed yesterday, but also for many others. Without being too crassly commercial about it, I think it is probably a good investment if we can allow family or other nonsalaried care givers to carry on but have this break. Is that an

emphasis you are making in all your co-ordination?

Hon. Mr. Van Horne: In concert with the Ministry of Health and Ministry of Community and Social Services people; but in terms of respite care we have to be mindful that we are dealing with all ages, not just the seniors population. I could quote you a handful of instances wherein we were informed of programs that are being made available, but it would come as a list of individual happenings that may detract from the general thrust of the member's question. We will get back to him with the information Mrs. Singer indicated.

Mr. Dean will recall that, in our opening comments on Thursday last, I made reference to the nurse we met in Sudbury a year ago, who was responsible for a program basically run by volunteers, most of them former nurses. Most of them are going out to the homes of the individuals who are looking for some kind of relief or assistance in caring for a person who is chronically ill or dying. On the other hand, we could give you examples of things that are going on at a place such as Parkwood Hospital, again in my own community. Let us get back with the information.

We have Mr. Cooke with us now; when Mr. Dean is finished I would like to make reference to the other handouts we carried over from yesterday. The questions were asked. I am going to make reference to them and then deal with the things that I can hand him.

The Vice-Chairman: Does Mr. Cooke have any questions on the respite care handout itself, since we are discussing that? Would it make some sense, if he had some? Then we can come to where you were.

Mr. D. S. Cooke: That is okay. I was not here for the whole discussion, so I had better not.

Hon. Mr. Van Horne: There was a follow-up to what was handed out yesterday and Mr. Dean was asking about criteria. There is a variety, so we are going to get back with information on that.

The Vice-Chairman: May I ask you a question? I was struck by how few programs there are. For my information, in terms of responses I have to make in my community on this question, why is that? At whose initiative did respite care programs come into existence? Mr. Dean was asking about criteria, but I would like to get some sense of who originates and who provides the motive power and the impetus in these developments that have taken place to date.

Can we look forward to a rapidly escalating incidence of these programs?

Hon. Mr. Van Horne: If you go back to the handout we supplied yesterday, you will see that we have this list, which is provided by the Ministry of Community and Social Services. The requests come in through the ministry, although, as I indicated a few moments ago, the programs are of a co-operative or team nature.

I made reference to the instance in London, where we have a program offered at Parkwood Hospital, a chronic care hospital in our community. As I understand it, it is basically the Ministry of Community and Social Services, although there is some degree of co-operation between Community and Social Services and Health and beyond that.

Concerning numbers, you can see that the starting dates in the listing are relatively recent. There are 1986s and 1987s along the whole column. There are programs that have existed in the past, but I would say that the initiative per se is relatively new and I can see a great growth coming in it, particularly as we are more prepared to support such programs.

Mr. Heagle: As a point of clarification, there are many forms of respite care; it is a very broadly used term. Some acute care beds are used, effectively, for respite care; some chronic care beds are used for respite care. Homes for the aged provide respite care, and there are certain allocated beds within the nursing home system that are used for respite care.

15:50

The specific list that the minister has passed out does not relate to community respite care programs that existed prior to the January and June initiatives we discussed yesterday. These initiatives arose strictly as a consequence of the new funding. They were indigenously developed within the community in response to this funding—you cannot call it seed money because it is operational—that was offered. However, other community respite care programs are already in existence, and have been for some time.

The Vice-Chairman: The money is available. The initiative has to come from the community, from some agency in the community.

Mr. Heagle: Yes.

The Vice-Chairman: It might be useful, certainly in my case, to see a complete printout of all those respite programs that are in existence, whether they come under the current and recent funding arrangements—

Mr. Heagle: New or old.

The Vice-Chairman: New or old.

Mr. D. S. Cooke: The majority of these are in institutions, I think. You will know that a large number of people are concerned that respite care that is in an institution has the effect of bringing about institutionalization. Some groups have focused instead on suggesting that respite care would be better if it were family respite care or in-home respite care. There is not much of that, though, is there? Most of it is in homes for the aged, nursing homes or hospitals.

Mr. Heagle: There is definitely not as much community respite care as we would like to have, Mr. Cooke. We share exactly the concern you have just expressed, which is why those projects are all community projects. They may be related, but the money was for community respite care projects because that is exactly what we are trying to start.

Mr. D. S. Cooke: I am sorry; I missed that. Tell me again what that means.

Mr. Heagle: With the chairman's permission, I will go back. That list of both the Alzheimer's projects and the respite care projects was prepared in response to the question from Mr. Dean, who asked, "For the \$11 million in new funding of community home support services, what did you do for Alzheimer's and what did you do in certain other areas?" I am trying to make the point that, to the best of my knowledge, all of those listed programs are community programs in response to that new funding.

Mr. D. S. Cooke: "Community" in this way means what?

Mr. Heagle: "Community" means developed by community agencies.

Mr. D. S. Cooke: But where would the respite care be provided?

Mrs. Singer: The kind of respite care you are talking about is where a person goes into an institution and stays there for two weeks or whatever.

Mr. D. S. Cooke: That is the kind I do not like.

Mrs. Singer: No. The respite care we are talking about, which is provided in the community, would be a day program whereby someone comes into the house and looks after the person, allowing the care giver to go out for a half day. That is the kind of program we are referring to here.

Mr. D. S. Cooke: There still would be nothing like that available, community respite

care, on, say a one-week basis if the family needed to go away for a week. That would basically have to be institutional.

Hon. Mr. Van Horne: For a week? I gave you the example that was quoted to us when we were on our consultation process early in the fall in Sudbury. There was an instance in which a nurse, who was retired, was running this program, along with a handful of volunteers, and they were providing that service out in the community. She was talking basically about the district between Sudbury and Manitoulin and going out and spending the time, particularly in the evenings and on weekends, providing some relief for the—

Mr. D. S. Cooke: Oh, no; I realize that. I understood that from Mr. Heagle. I am talking about a block of time—say a week or two weeks—if the family has a grandparent or whoever staying with them but they need to go on vacation.

Hon. Mr. Van Horne: In most cases they would come in, rather than have someone go out to the home; although I do not know whether we have any stats on that.

Mr. Heagle: The answer to the member's question is that the concept of, say a cottage or a community-based structure that is not a traditional institution and that can provide vacation or relief care, is one that we want to pursue. We have said very clearly that if anyone applied from the community to make such a proposal under that funding, we would look at it with considerable seriousness. That is exactly what we want.

Hon. Mr. Van Horne: The other handouts we have from yesterday relate to questions Mr. Cooke put on Thursday. There are three pieces, which I hope the clerk has. If not, my staff have some. One lists meetings and delegations whom we talked to and what came out of those meetings. I made reference in the presentation to the major report I turned in to the Premier (Mr. Peterson) on October 16, 1985.

The Vice-Chairman: I do not think we have those things.

Hon. Mr. Van Horne: Mr. Kennedy has them. I do not think Mr. Cooke will be pleased with the response to the last point he was making. He asked whether he or the committee could see the report we turned in to the Premier's office. My information is that it is not a document to be circulated.

The Vice-Chairman: Is there a third? Do you have two or three?

Hon. Mr. Van Horne: Consultation meetings, meetings and delegations list.

Mr. Kennedy: They are mixed in together.

Hon. Mr. Van Horne: I got the next best thing for Mr. Cooke: that is the consultation meetings. When we went on the consultation tour we made notes of what people were saying to us. We ended up thinking at the second or third meeting that we had heard this before, so we started keeping a tally of the concerns, recommendations and so on. It ended up as a matrix, if you will. Aside from just ticking off headings, we also put some thoughts down on paper, which formed the preliminary for the major working paper we did for the Premier.

I think these 21 pages, which are headed Minister's Consultation Meetings: Major Themes and Concerns, are going to be helpful to a degree. The other two lists will indicate to you where we were when we got them and whom we got them from—that is input, consultation; the whole process.

I will let Mr. Cooke pick it up from here. I am sorry. I am directing traffic and I should not be doing that.

The Vice-Chairman: No. If you are finished that introduction to the documents, does Mr. Cooke wish to ask some questions?

Mr. D. S. Cooke: I do not really have any questions at this time. The information is here. That is fine. Thanks.

Mr. Dean: To save me reading everything that is in the Minister's Consultation Meetings, do you guarantee that the essence is in your paper A New Agenda?

Hon. Mr. Van Horne: It makes good reading. You are asking a tough question, to get a politician to guarantee anything.

Mr. Dean: I know you are as good a one as any to ask.

Hon. Mr. Van Horne: We tried to cover the waterfront. I hope it is there.

Mr. Dean: If I miss a word, I will not likely miss anything of world-shaking importance.

Hon. Mr. Van Horne: This may be something less than a 90-day guarantee, though, so you had better get at it quickly.

The Vice-Chairman: It is noted in the conclusion that there has been plenty of documentation and many studies, and that the time has arrived for action.

Hon. Mr. Van Horne: Yes, that is right.

Mr. D. S. Cooke: That was taken out of the white paper.

Hon. Mr. Van Horne: With regard to the points Mr. Cooke made in comparing what we

are doing with the paper called The Elderly in Ontario, we reiterate that there is a difference and that A New Agenda is a statement of government policy whereas the other was a staff report. It commits us to definite action. That is the guarantee Mr. Dean was looking for. It was followed up by a series of initiatives. The agenda came out and then the initiatives came along to indicate that we were serious.

16:00

I do not know whether Mr. Cooke wants to hop in on any of these points. He indicated he felt our new agenda was institutionally biased. Quite to the contrary, we feel the essence of our new agenda and every initiative we have brought forward as a thrust to community living is community centred as opposed to institutionally centred. I keep looking over to see whether he is going to react and I do not see any reactions.

Mr. D. S. Cooke: You think you are right; I think I am right.

Hon. Mr. Van Horne: He made some points on residential alternatives, and his points were valid in that the paper did not redress housing concerns and problems. I pointed out that we are working on a second white paper, which will have three main themes or thrusts: housing, transportation and income support systems. All I can suggest is that we have begun the work in that area. Some of our staff are being identified. We have initiated liaison with the Minister of Housing (Mr. Curling), the Minister of Transportation and Communications (Mr. Fulton), the Minister of Municipal Affairs (Mr. Grandmaître) and the Minister of Revenue (Mr. Nixon).

We argue that pilot projects are not necessarily delay tactics. It is important that they be viewed as part of the process of refinement and improvement of things we feel are necessary. I can provide examples of the homemaker projects. We intended them as pilot projects, in a sense. We started with six and within a year we added 10 more. To me, that is not delay, particularly when we were thinking of staging that program over approximately five years before we covered the entire province, taking six to eight centres or regions each year. In fact, we have 16 rolling after a very short trial period with the first group of them.

Alzheimer's disease projects could have been described as pilots, but we quadrupled the budget. You saw the numbers on Alzheimer's projects that have been approved that we provided yesterday, and most of them are running.

With regard to the extended care act, which was a concern in question period today, we are serious about the work we are doing. We have the machinery in terms of people and process lined up, and we need only another step or two in the approval and cabinet process to get that project rolling. That pretty well covers the waterfront.

We have put some time into the questions Mr. Cooke asked yesterday. When we left yesterday at supper time we went back to the office and reviewed the questions he had put. We tried to gather the information on a variety of themes, the homemaker programs, profit-versus-nonprofit care, and I am sure he will want to pursue those today.

Mr. Andrewes asked a question about legal advice on Alzheimer's. We have yet another handout to show you what is available—there are enough for all committee members—that we will get to in a moment or two.

In a sense, the response to Mr. Cooke is twofold. Going back to Thursday's points first, he indicated he did not have too much to ask about those. I will now start on yesterday's questions, if he has no more questions.

The Vice-Chairman: Mr. Dean, do you want to pursue that?

Mr. Dean: I have what I think is a supplementary question raised by some of the comments the minister made. If this is not the right time to do it, I will hold it. The minister referred to the upcoming studies in other areas and said he is starting on those. I have a few questions about that. Do you want to handle them now, or would you rather wait until we finish this part?

Hon. Mr. Van Horne: I am at the chair's disposal on that.

Mr. Dean: If you do not consider that a supplementary, I will hold it.

The Vice-Chairman: It does not really matter whether it is a supplementary. You may initiate another question in that regard and we can handle it right now, unless the minister is going to cover it in some of his immediate remarks.

Mr. Dean: He made a beginning reference to it. When you say you have something going on different items such as housing and transportation and communications, does it mean you have been meeting with your counterparts in the appropriate ministries?

Hon. Mr. Van Horne: We have had discussions with Mr. Grandmaitre and some discussions are getting started nicely with Mr. Fulton.

We have identified some people who are working on research. For example, when I was

talking with a group in London, I mentioned we would be doing some work on transportation. A lady in the audience who was moving from London to Guelph to do post-graduate work at the University of Guelph came up afterwards and asked if she might talk with her professors about this topic. She had to identify a research topic for her master's degree and she was quite interested in transportation for the elderly in rural communities. I said if she wanted to proceed on that and can interest them, Godspeed, I would be delighted.

We have that kind of thing going, along with staff people who are assigned to me or whom we have appointed who are doing the preliminaries. They are checking what information is available and what research has been done and identifying whatever themes we should proceed with.

Mr. Dean: Are they some of your own staff? You said staff assigned to you. Is that what you mean? You do not mean more.

Hon. Mr. Van Horne: It is in that list of people—

Mr. Dean: You do not mean more secondment from the ministries for a particular budget.

Hon. Mr. Van Horne: We did not identify them as such yesterday. When you saw the list there were only job titles on that list of 34 that you received. Further to yesterday's meeting I asked the deputy, Mr. Heagle, to provide me with the list of responsibilities by name. That is available, and the answer is that we do have specific people for those specific topics.

Mr. Dean: Your special adviser looks as though he wants to say something.

Mr. Heagle: I was about to try to answer the second part of Mr. Dean's question. We have our own people, both contracted and seconded analysts, working on housing, transportation, etc. We are negotiating at the staff level and the senior level with, for example, the Ministry of Housing and the Ministry of Transportation and Communications vis-à-vis the possibility of secondment on their part of people to our teams. The issue is to work on this as a total team.

Mr. Dean: I see.

Hon. Mr. Van Horne: If I could add something to that, I mentioned that we had talked with Mr. Grandmaitre. I thought someone would pick up on that and ask where he comes into the picture. We have a major concern with rest homes; there is no question about it. If you get into that theme very deeply, you realize you are going to have to involve municipalities and municipal governments.

Right now, they are carrying at least part of the pail in terms of their responsibility to keep an eye on these places. If we get too far down the line without involving the Association of Municipalities of Ontario, then I do not think we are being very fair to either Mr. Grandmaitre or AMO or any of the municipally elected people.

16:10

Mr. D. S. Cooke: In terms of which level of government is going to ultimately regulate rest homes—

Hon. Mr. Van Horne: We have to assume some responsibility here; more than is currently there, I would say. That is for openers. We do not know the extent of the problem with rest homes. We know in your community, and you have raised the point many times, rest homes are of much greater concern to the elected municipal officials than they are in some other communities. There is no question about that. We need to involve the communities if we are going to try to work with them.

Mr. D. S. Cooke: That is not the question. Everybody has acknowledged that, and Margaret Birch said several years ago that there had to be some form of control over rest homes. Her solution was to do a draft model bylaw which she sent out to communities. I want to know if you are going to accept the recommendation that was made in the paper Options for Living: Directions for Change by Sheila Copps, which said that the Ministry of Health move to legislate standards of care for rest homes across the province.

Hon. Mr. Van Horne: The government is going to explore all appropriate options to ascertain the most effective means of addressing the issue and take the necessary steps to ensure that rest homes are subject to appropriate regulations.

Mr. D. S. Cooke: Are you saying you might continue to have rest homes regulated at the municipal level?

Hon. Mr. Van Horne: If that turns out to be the most appropriate way in the minds of all, then that is what will be done, keeping in mind there is that relationship between the municipality and the province.

Mr. D. S. Cooke: Certainly the way that you talked about it in the white paper and in reply to questions that have been asked in the House you have given everyone the indication that it was not going to be done at the municipal level. People who have been involved in this system for a long time—

Hon. Mr. Van Horne: I am sorry. Let us call apples apples and oranges oranges. We have been talking about municipal homes and charitable homes for the aged. With rest homes, you are getting into a third category.

Mr. D. S. Cooke: I know the difference very well.

Hon. Mr. Van Horne: You may recall I was responding to questions that were directed to nursing homes—

Mr. D. S. Cooke: I know the difference. We have asked questions about rest homes. If you think you are going to be able to adequately regulate rest homes at the municipal level that has been tried. It has been tried by Margaret Birch and it did not work. Sheila Copps understood the problem; that is why she made the recommendation that it had to be done at the provincial level.

I am really disappointed to find that the minister has not even made that policy decision as to whether it is going to be done at the provincial level or the municipal level. I know what will happen. You are going to do something with the municipalities and leave it at the municipal level. That will be terribly inadequate, as it has been. Thousands of residents will continue to be unprotected and go at risk.

It would be interesting to know how many people died accidentally in rest homes in the past number of years. I know of at least half a dozen in my own community. Many of them can be related directly back to care. Coroner's inquest after coroner's inquest has recommended provincial responsibility for regulation of rest homes.

Hon. Mr. Van Horne: I appreciate what you are saying and you are certainly entitled to your views. I would remind you that when the report to which you alluded came along it was a follow-up to the report which came from a committee on which I sat on. That was on the critical list; it is one we started back in 1982.

Mr. D. S. Cooke: That still makes the recommendations just as clear, even though you give us the history.

Hon. Mr. Van Horne: The initiative started by the Ministry of Housing is something that has to be taken into consideration also. I am talking about the Task Force on Roomers, Boarders and Lodgers which was started in March 1986. We were not ignoring the problem. We may disagree on how to resolve it.

Mr. D. S. Cooke: In other words, you are saying that the recommendation made in this document in 1984 will not necessarily be accepted.

Hon. Mr. Van Horne: I am saying that the 1984 document is not government policy. The new agenda is.

Mr. D. S. Cooke: It was the policy of your party.

Hon. Mr. Van Horne: I am telling you that the policy of our government is the new agenda.

Mr. D. S. Cooke: The promise made in 1984 does not stick.

Hon. Mr. Van Horne: I am not saying that; you are saying that. You will not go too far with me if you try to put words in my mouth, Mr. Cooke. We should be mindful of the need to work towards a solution to a problem.

Mr. D. S. Cooke: You sound just like Margaret Birch.

Mr. Ward: He asked a question but he does not seem to want to listen to the answer. That is somewhat unfair to the minister.

The Vice-Chairman: The chairman observed him listening and hearing.

Mr. Baetz: Will you entertain a question coming out of the report on consultations?

The Vice-Chairman: I certainly will.

Mr. Baetz: It has to do with the need identified some years ago for family physicians and other health care workers to be better trained in geriatric work. About a year ago—I thought perhaps the speech from the throne even referred to it—the need was identified to set up added facilities at some of our universities to provide more professional geriatric training.

At that time there were two schools of thought. One was to set up a big, super-duper geriatric institute at one of the universities in Ontario. On the other hand, some of the doctors thought it would be more effective to have more geriatric training introduced into the general curricula in all the medical schools.

I wonder whether the minister has looked at this question further and has any decision on it. I guess three ministers would be involved, the Minister of Colleges and Universities (Mr. Sorbara), the Minister of Health (Mr. Elston) and the Minister of Community and Social Services (Mr. Sweeney). What is your position? How far have you gone in making recommendations? What are we likely to see happen?

Hon. Mr. Van Horne: The answer will have to be lengthy. Basically, there are two initiatives, both of which are proceeding. The first is that each of the five communities with a medical school has been identified as a community that will have a regional geriatric assessment unit.

The unit is not necessarily restricted solely to being a teaching unit. Each of the medical schools is working on, and for some time has been working on, some aspects of the ageing process.

The intent is that the district health council will be asked to identify which of the facilities would be the most appropriate and which it would recommend for the geriatric assessment unit. For instance, in the community I come from it might be Parkwood Hospital, St. Mary's Hospital, a combination of the two or one of the other hospitals. That identification process is something Mr. Heagle can elaborate on in a moment. That is one part of it.

The corollary of that is that after the first year the rest of the province will be brought on stream so that it will associate with or be tied into one of those five units in so far as medical training expertise is concerned. They are not necessarily going to be beholden to or subject to any dictates, but rather will be associated on a co-operative, working basis.

For example, Thunder Bay with its geriatric assessment unit may be tied into the University of Western Ontario, McMaster University in Hamilton or whatever as the program comes on, because we want to see regional geriatric assessment units made available in the regions of the province. To that end, we have set aside \$5 million. For the exact determination of how much of that has been spent I will ask Mr. Heagle to supplement my answer.

16:20

The second part is the multidisciplinary geriatric unit, which is not only for medicine. The implication that came out in your party's paper was that there would be a geriatric medical unit. We go beyond that and say it should be a department that will train therapists, audiologists—the whole team that serves seniors from a medical or a human-physical-resource need base. It is broader than medicine; it is intended to include the other disciplines.

In early November we sent a request for a proposal letter to the universities that have medical schools. I can read it to you. We did not provide copies for the entire committee, but I have a copy of it if you want to look at it.

The Vice-Chairman: Sure.

Hon. Mr. Van Horne: It was sent out the first week of November. Submissions will be received until December 8. That is an interesting date if you are of the Catholic persuasion. That is a big day for the Roman Catholic Church. It is also my wife's birthday. The determination has

to be made by February or thereabouts. We are trying to use an objective selection process. It will not be the Minister of Colleges and Universities and I who will sit down and pick university A rather than university B. We are trying to have the proposals reviewed and assessed by a neutral observer who will say, "In my view, this place is the one that should get it."

Mr. Baetz: One in the whole province.

Hon. Mr. Van Horne: One in the province. Because they all have good programs with various themes, the question is going to be what happens? For example, in my community we are blessed with a relatively new facility, the John P. Roberts Memorial Research Institute. It is basically seniors-oriented, dealing with strokes and related problems. A similar facility is not available in some of the other places.

On the other hand, they have things we do not have. What we hope to do and what I hope to encourage the Treasurer to do is to find a way to encourage those other four to expand the expertise they are working on. That is not carved in stone. I have not come to that point in next year's budget process, but we are hoping.

Mr. Heagle: I would like to pick up on another dimension of Mr. Baetz's question. If I recall the question properly, he asked where we are going, in a multidisciplinary direction or pursuing basic, undergraduate education, which is extremely important to practising physicians. The answer is that we are doing both.

The minister has explained the multidisciplinary department and the associated regional geriatric assessment units. For some years, the Ministry of Health has had ongoing conversations with the deans of medicine—the acronym is COFM, the Council of Faculties of Medicine—regarding changes in basic undergraduate programming, which is essential to all good community practitioners. That is going on. We are trying to work on both axes at the same time.

Mr. Baetz: Most of the family physicians I happen to talk to, and I have not made a systematic study of this, would prefer to have more training in their undergraduate curriculum. They are less excited about a big, super-duper geriatric unit in one university that would not be accessible to 90 per cent of the doctors.

May I have one more question on the geriatric—

The Vice-Chairman: Presumably it is not an either/or proposition.

Mr. Baetz: Let us hope not.

The Vice-Chairman: You may have another question.

Mr. Baetz: It has to do with geriatric assessment units. We have had one at the Ottawa Civic Hospital for, I guess, a year and a half. It operates with the University of Ottawa and was set up by the great Scottish doctor, Dr. Dall. The theory was there and in place and they had started to work. The latest I heard, and again this may be rumour, is that they are making geriatric assessments in a very scientific way, but after the assessments have been made the patients have nowhere to go. The assessors may say there should be a community service for this patient or a nursing home for this one or more for this one, but very often you find the services are not there. Where do we stand? Have the geriatric assessment units got ahead of the infrastructure? Where are we?

Hon. Mr. Van Horne: My understanding is that your government initiated two programs, one there and one in Hamilton. The one in Ottawa moved along very nicely and it wisely brought in Dr. Dall, who has written on the topic. I have never met him but I will when he comes here in January 1987. My understanding is that the program moved along nicely. There were some pieces lacking during the transition in the summer of 1985. They were still looking to mobile units to round out their program. Hamilton is in somewhat the same situation in that bits and pieces got rolling. What we are doing with those two is rounding out their programs.

In the other three centres, particularly in Kingston and London, we are providing perhaps more assistance than to Ottawa and Hamilton because they have already started. Because they had a head start, they could in some respects be ahead of other aspects of our paper such as the various home support services that will help the situation. Mr. Heagle, would you like to supplement my comments?

Mr. Heagle: Mr. Baetz is quite correct in identifying the success of that unit. I might add that others have been started on the same principle. What those units are doing in many cases is picking up frail, elderly people, who would otherwise have been almost automatically confined to nursing homes or chronic care settings, and rehabilitating them. I say that not in theory only. My spouse's mother is in exactly that situation. She was discharged from the geriatric unit here and put back into the community.

You now have, in some cases, a heavy community care group of people. We have not

yet fully developed our community services structure. That is precisely why we have been trying to expand our initiatives in the community care side. We have been putting in a much broader range of programs. That is why we want to pursue one-stop shopping, to fit in with the activities of the regional geriatric units so we will be able to maintain those frail elderly in the community.

Mr. D. S. Cooke: Is one of the concerns with the geriatric assessment units that if someone with a community perspective is not there the medical model can overwhelm how the individual is treated or served? An argument can be made that geriatric assessment units are not all that positive without advocacy in place to make sure it is not the medical people who decide where the service is provided but that the options are put and an advocate is there to help the individual assert his or her desires.

16:30

Mr. Heagle: I have heard precisely that argument on many occasions, Mr. Cooke. I can only respond to you on the basis of a very involved experience with a real live case. They operate as a team. They refuse to deal with issues in any sort of divisive way as to who is doing what for whom. The team is multidisciplinary. There is a geriatrician, but there are also an occupational therapist and a physiotherapist who play major roles, a clinical nurse, a social worker, and as well there is contact with the community care providers.

In the case I was involved in, aside from the fact that the condition, serious diabetes and various other things, would be stabilized by the geriatrician to the degree it could be done, some of the most important work was done by the occupational therapist and the physiotherapist, and then there was the social worker pulling together the community services to support that lady out in the community.

In no way did I see that in my own experience, and I have watched quite a few of them, as a physician-dominated thing; although in the divisive world we live in people like to cast things as medical models, social models or whatever, we go for these labels. I did not see that. It was very much a multidisciplinary team.

Mr. D. S. Cooke: But it is a legitimate concern.

Mr. Heagle: Absolutely; in the same sense it is a legitimate concern to take the extreme social model and say, "That is all very well, but how does it deal with diabetes or how does it deal with

something else?" The answer is that we have to bring all those dimensions together if we want to save our frail elderly and keep them where they should be.

Mr. Dean: While we are on the topic of the multidisciplinary geriatric department, the biggy to which Mr. Baetz referred and which I gather now is at the request-for-proposal stage, and the five geriatric—what are they called?

Hon. Mr. Van Horne: Assessment units.

Mr. Dean: Geriatric training specialties at five universities—is that right? Am I right in thinking it is twofold?

Hon. Mr. Van Horne: We have to be careful here. We are selecting these five centres because they have medical schools.

Mr. D. S. Cooke: Those of us in nonmedical school cities are used to that.

Hon. Mr. Van Horne: You should come with me when I am talking this way in northern Ontario.

Mr. D. S. Cooke: In Windsor I am sick and tired of hearing about London, with all due respect to the expertise that is there.

Mr. Dean: Perhaps I got you on the wrong track by asking what you call them.

Hon. Mr. Van Horne: Get me out of this.

Mr. Dean: I am at the end of my first subordinate clause, comma—

Interjection: We are waiting for the principal one.

Mr. Dean: I note from the agenda that you want to assure an adequate supply of geriatric specialists and you list what some of them are. How are you going to find out what is an adequate supply? What does this mean?

Hon. Mr. Van Horne: The general answer is that the market will resolve that. The supply will be adequate to meet the demand. The demand is dictated by a couple of factors. The obvious factor is the tremendous growth we are realizing in the number of seniors. As people become more aware of a profession that has expertise I think that will drive the numbers upwards. I do not know whether we have any specifics we can share. You can take any number of instances. We met early this morning with a group representing the Canadian Hearing Society. They have some specific concerns about meeting the needs of the elderly in relation to loss of hearing—appropriate testing, not being ripped off by hucksters with inappropriate hearing aids and a whole gamut of things. As they make their services known to

people I am sure the demand is going to mushroom.

Mr. Dean: That seems a fairly good answer in that respect. Who is going to judge this? Are you going to do this in your co-ordinating function or is the Ministry of Health or—

Hon. Mr. Van Horne: This initiative is being looked after by the Minister of Colleges and Universities. The request and the letter that went with it are on his letterhead and he signed the letter.

Mr. Dean: Are you referring to the multidisciplinary department?

Hon. Mr. Van Horne: I am talking about the multidisciplinary department. The geriatric assessment units are within the purview of the Ministry of Health since they relate to health. I suppose they are within the purview of the Ministry of Community and Social Services to a degree. Mr. Heagle, let me defer to you to see whether you can pick up anything I missed.

Mr. Heagle: Was your point how to ensure an adequate supply and what our role was?

Mr. Dean: Yes. I was thinking of what these five geriatric centres are going to do. I gather they are to be special places for training as well as this multidisciplinary department.

Mr. Heagle: They have three roles. The first role is direct service to frail, elderly people who require that kind of complex care. The second role is training. In many ways they are the major source of clinical training for undergraduates, and in others of exposure to the special problems of the elderly and for the training of specialists and other members of the multidisciplinary team. They are seen as a clinical training base. Their third role, to a much lesser degree, is research.

Hon. Mr. Van Horne: I can give you a little snippet of experience that impressed me. When we were in Ottawa last year we spent some time with Dr. Dalziel at Ottawa Civic Hospital. In the course of our meeting he took us on a tour. We went down the hall behind a person who a few weeks prior to our coming along was simply not able to walk. The physical condition was such that there were tremendous body fluid problems, mobility problems and neuromuscular problems. There was a long string of things wrong with this individual.

Dr. Dalziel, through his assessment and the team working with him, was able to treat the problem. They changed the person's medication regime and had the person walking with a therapist and a nurse. They used a device to send a small electrical impulse to the patient's muscles

so they could react to help that person walk. In a sense, an elderly person was learning how to walk again. It was just marvellous. Here he is, treating a patient and at the same time providing a learning experience for the therapist and nurse who are working with the patient and learning at the same time. That is the sort of thing. I will not go on; there are any number of examples of how that works.

Mr. Dean: I have one more point on that theme before we go on to something else. I take it that this program of beefing up the geriatric training for physicians and other professionals, both undergraduate and on a continuing basis, is getting a push right now; or is this something still to come?

Hon. Mr. Van Horne: It has been initiated. For details I will have to defer to Mr. Heagle. In a sense a lot of this is happening now. Using the example of London, it is a matter of using the district health council to identify where the unit will be located. I am not sure exactly where that is.

Mr. Heagle: The multidisciplinary department will be up in the fall of 1987; that now is in process.

I am sure members are familiar with the fact that the Ministry of Health prepares guidelines for major undertakings. The guidelines for the regional geriatric units are being prepared, and we have been involved in them. I have seen the last drafts; they will be sent to the district health councils, which will make their recommendations; particularly in Kingston, London and Toronto, because you have a different situation from the ones you have previously established in Ottawa and Hamilton as to where those centres should be and what their relationships should be. Those recommendations will be made to the Minister of Health.

16:40

Mr. Dean: How soon do you see that finally getting going?

Mr. Heagle: I cannot give you a date—

Mr. Dean: Two years?

Mr. Heagle: I can tell you that all of them have smaller geriatric units which are already working every day; so it is a question of raising them to regional status and setting out their lines of demarcation and their relationships.

Mr. Dean: May I ask a nosy question of your special adviser, Minister? Being in more or less constant contact with the other staff people, are you lighting fires under them to do this or is that the minister's job?

Mr. Heagle: If I may answer that in the context of the humour in which it was put, we refer to ourselves sometimes as the mouse that sleeps between two elephants. We like to think we have a very good relationship with them and—

Mr. Dean: You squeak rather than lighting fires?

Mr. Heagle: We squeak, but we squeak carefully. However, the relationship has been very good to date.

The Vice-Chairman: We have moved very quickly between a firehall and a zoo in that question and answer.

Mr. Cousens: I have not been privy to all the discussions that have been going on within these estimates, but I am very interested. May I ask some questions with regard to the integrated homemaker program?

The Vice-Chairman: We were just about to come to that.

Hon. Mr. Van Horne: You are psychic, Mr. Cousens.

The Vice-Chairman: Psychic, yes, but not to the extent that he divined that I wanted to ask the minister a question, with the indulgence of the committee, before we got to that. It comes out of the consultations. I recall at the consultation you held with seniors at the YWCA on Ottawa Street in Hamilton—

Hon. Mr. Van Horne: You were there.

The Vice-Chairman: I was there. I heard a very good question put. I was not sure that the minister entirely grasped the range and significance of the question and its answer, as I recall. I may be doing him an injustice but—

Hon. Mr. Van Horne: You would be the last guy to do that.

The Vice-Chairman: The question had to do with the thrust of seniors' policy, which appears to be to facilitate the independence of seniors. I think it is very easy to fall into a pattern of reaction. You seem to become senior at 65; so you begin reacting to it. At 65, he has a housing problem or an illness problem; so you react as that comes on stream with the various kinds of programs we have been talking about to date.

In the light of a question asked yesterday, also about your advocacy role, this gentleman in Hamilton asked what I thought was a very profound question, which was: if you are attempting to facilitate the independence of seniors, will you as the minister not have to be concerned with the structures of an economy and a society which frequently, for significant parts

of our community, do not themselves facilitate independence? Even rather conservative business commentators, such as Ronald Anderson in the *Globe and Mail*, will quite frankly say that our work world is thoroughly authoritarian in North America.

I wonder whether your ministry is engaged with the Ministry of Labour, for example, and other relevant ministries, regarding the consequences for seniors of spending their lives in work places that do not facilitate the independence they are going to achieve in their senior years, where suddenly they will be confronted with managing the whole of their time or the whole of their lives. Really, they have not been schooled in that by their daily experience. Is that something your ministry can or is prepared to tackle?

Hon. Mr. Van Horne: Let me start by saying that my mandate from the Premier was to review the existing services for seniors. They can be identified fairly readily in the Ministry of Health and the Ministry of Community and Social Services. They can be identified fairly easily in the Ministry of Revenue: guaranteed annual income system, sales tax rebate and property tax rebate. In places such as the Ministry of Transportation and Communications and the Ministry of Housing, there begin to be grey areas; often there is overlapping. It is a difficult chore to get beyond that into areas of labour policy, language policy or whatever government policy.

Let me back up and say that the Premier indicated to all cabinet ministers, deputies and senior staff, that whatever government policy or action we were responsible for we had to be mindful of the needs of all aspects of society. We had to be mindful of impact: male and female, anglophone and francophone, native Ontarian and new-to-Canada Ontarian, the young and the old and those over 65 and those under 65. He laid that out very clearly to all of us in a broad, general way with respect to our cabinet responsibilities.

With respect to how we react and how we prepare ourselves for submissions brought on stream by other cabinet ministers, we sit down and say, "How does the particular policy of whatever the ministry is apply to our responsibility for seniors?" Because the Attorney General (Mr. Scott) is the minister responsible for women's issues, he must ask: "Are there any implications in this new proposal that will adversely affect the female population? What

about the native population?" That is the sort of exercise we are going through with everything.

Mr. D. S. Cooke: The chairman is talking about something that society has talked about for a long time, that our educational system right from day one to when it is time to retire does not teach us how to deal with retirement. Whether we are talking of leisure time or retirement time, it does not teach us how to deal with the absence of work and the kinds of routines that work and authoritarian management entail. It is a big issue that has been talked about for a lot longer than I have been aware of it. In my involvement with seniors, it has been talked about for the past 20 years. I am not sure anyone has come to grips with it.

The Vice-Chairman: I have a large agenda. I thank the member for that amplification.

I wonder whether you would be prepared to go to another minister and say: "I am very impressed with the need for paid educational leave programs in industry to maintain, develop and increase the competence of working people. It has spillovers both in the immediate impact on the work place and in their ongoing confidence to deal with their own lives and the issues they face. As a minister dealing with seniors, it will mean a lot to me if I can presume they are going to have the kind of motivation and drive that would come out of that program which will follow through into their senior years and often relates to their health."

Hon. Mr. Van Horne: We have a responsibility to advocate. I am quite concerned that we do not have certain programs in our educational system. For a long time we have talked about the need to return to a basic form of vocational guidance in our school system which is much different from what is there now. It is pretty Lucy-Goosey stuff; I can tell my colleague that.

However, I have been assigned this responsibility. If I feel there should be a program about seniors in the family life aspect of the secondary school curriculum that will better cover the needs of seniors in retirement or whatever, then I can make a formal approach to my colleague. I have not done it. We have made observations on it. In the technical paper we have said there is this need in our education system; however, we have not reached the point of thrashing out a proposal to put to the Minister of Education (Mr. Conway).

16:50

The Vice-Chairman: It was that large dimension that the questioner at the YWCA on Ottawa Street in Hamilton was trying to get at. He rightly

identified a whole vacuum of policy and initiative which could easily be overlooked by being too reactive with respect to seniors, post-65, etc. I want to make that point and urge you to move rather aggressively on that front as well.

Mr. Deans, is this a supplementary?

Mr. Dean: Yes, it is. May I mention again that there is no "s" on my name.

The Vice-Chairman: I am sorry. I keep forgetting that. Another person keeps popping into my mind.

Hon. Mr. Van Horne: There is only one of you.

Mr. Dean: Most people are glad of that.

On the same topic, but more narrowly focused, A Report on Health Promotion submitted to the minister in March by the Ontario Advisory Council on Senior Citizens puts quite a lot of emphasis on the pre-retirement period—whatever that age happens to be—and the absence of any specific training or advice on retirement when one goes to school. It makes quite a point about people, probably encouraged by the Minister without Portfolio responsible for senior citizens' affairs, who should have some responsibility for this.

I will quote a couple of sections. This is on page 13 of the report I referred to:

"Governments, industry, unions and staff associations should be encouraged to sponsor retirement counselling programs for employees long before they reach retirement age."

On the same theme, but with quite a different emphasis, which is often overlooked, it says:

"Rural families have equal needs for access to pre-retirement counselling. Long working hours often mean they cannot attend counselling sessions. Special initiatives to direct information to such families should be undertaken."

Since this report was first directed at the minister, what can he say about his initiatives in this regard?

Hon. Mr. Van Horne: I am sorry?

Mr. Dean: He was not listening. This is the report on health promotion from the advisory council.

Hon. Mr. Van Horne: I may not get to all the detail of this.

Mr. Dean: An hour or so will be enough.

Hon. Mr. Van Horne: Those reports from the advisory council are things we investigate further. Normally, I take whatever they turn in and put it on to staff. Whenever a report comes in or whenever I meet with the chairman, Glen and I have discussions on what we are doing—what our

agenda is with the council and what they are advising us on: "Here is the report. Read it and look at it. Is there anything we should pursue?"

In instances where themes are very current and should be shared with cabinet—for example, elderly abuse—those items go to the concerned ministers with a request that they or their senior staff look at it. Then we talk about it at the committee level rather than at the cabinet level, for example, in the cabinet committee on social policy. The things they say or recommend get that kind of input and action.

In terms of follow-up, just to take one of your latter points, on the counselling for pre-retirement we have not initiated any legislation that dictates that. Certainly we have strong feelings that this is something that should be done, but in terms of acting on all the things in the report, we simply have not addressed ourselves to all the themes it recommends.

Mr. Dean: How high a priority do you put on the special attention to rural areas?

Hon. Mr. Van Horne: As much as I can. It would have been very easy in our report simply to leave out all references to any special-interest group. We tried not to do that, because we feel strongly about the native population, about the francophones and about rural and remote areas; that is why there are what I think are significant references in our new agenda to those dimensions, regional, racial or whatever.

Mr. Dean: I am sorry to get us slightly off your main emphasis, Mr. Chairman, but if I recall, my colleague Mr. Cousens was next on your list.

The Vice-Chairman: Mr. Cousens, did you want to lead this off with a question, or would you prefer to await the minister's introduction to the document on homemaker programs? He did table that with us. Did you see a copy as it went around?

Mr. Cousens: If the minister wants, he can make an introductory comment.

Hon. Mr. Van Horne: We had some discussion on Thursday and again yesterday about home care, homemakers, home support systems, one-stop shopping—there are a handful of catchphrases or terms that people use. What I said to the staff afterwards was, "I hope everyone comes out of here with a clear understanding of what we are talking about when we talk about the new integrated homemaker program or about one-stop shopping, and that we all are singing from the same hymnbook." It is going to apply to every elected member of this Legislature. All of

us are going to have this in our ridings or in our territories or districts, if not now within the next few years. Your people who are working with seniors are going to be asking you about it.

I just wondered out loud to the staff whether we should not sit down in response to some questions that were raised or might be raised later, draw this out in detail, give it to the committee members and see whether they have any questions for clarification. I asked Mrs. Singer to be our spokesperson on this theme, given that she has perhaps done more work as a staff person than any of the rest of us on this topic. We have this as a tool or device to broaden your knowledge base, and we are here to answer any questions you may have.

Mr. Cousens: Is the minister aware of any problems currently being encountered with the delivery of services in the integrated program?

Hon. Mr. Van Horne: For example, one of the groups that has come to us in virtually every community we have gone into to talk about this is the Red Cross. They are saying, "We are simply not getting enough money to provide adequate workers to carry on with this program." They approached not only me but also Mr. Sweeney—this would be back in the summertime—with a list of concerns and problems they were having. One of the things was that their budgets were being pressed, if not broken, by the requirements of their Workers' Compensation Board contributions. That issue was addressed by Mr. Sweeney, and we have been able to resolve that part of the problem. In terms of delivery, that is one of the problems that has been drawn to our attention.

17:00

Mr. Cousens: Are there any other problems with the Red Cross? What do you see their problems to be and how have you sought to resolve them?

Hon. Mr. Van Horne: In terms of what Mr. Cooke was asking about yesterday, he was critical of the communities that may have had more of this service being provided by the for-profit than the nonprofit.

Mr. Cousens: No, I was thinking of the Red Cross. If you would stay on the Red Cross, that is the area I see as having a number of problems which they have tabled with you and Mr. Sweeney. What do you perceive their problems to be and what have you done to resolve them?

Hon. Mr. Van Horne: Funding is their main problem, as I understand it. Recruiting, training and retaining staff are three related problems.

Mr. Cousens: What have you done to resolve each of those specific areas?

Hon. Mr. Van Horne: The funding, in one aspect, has been assisted through action taken on the workers' compensation payments they were heretofore making. In terms of adjusting their budgets, that is under review by Mr. Sweeney. What I do—and they have met with me—every time they bring a concern or a complaint I note it. I tell them what authority I have and I take their concern, complaint or request to Mr. Sweeney and try to encourage him to do what he can. You are aware, obviously, of the limitations I have in control over budget.

Mr. Cousens: You are one person I have no problems with in terms of appreciating good intentions. Do not take it as an attack on you personally.

I am very concerned. You have not come up with a solution for the Red Cross' fundamental problem of getting the money it needs—the lateness of payments, the amount of payments. The whole thing is a shemozzle. I do not know what "shemozzle" means, but it means it is a mess.

Some of them are in danger of bankruptcy. They are a voluntary type of organization. The morale of the people who are providing the service to the people in homes is going downhill. They do not know where they are at. We are building our system on the backs of people that are being underpaid and overworked and not appreciated by the policies of the government. It did not just happen when you became minister, but I should think one of the first things you would be doing as a minister is being an advocate for the agencies that have massive problems.

Let us go back to correspondence from March this year, of which you have copies and I have copies, as does Mr. Dean. Yes, there have been minor changes to help address some of the problems with the WCB but no major changes. Can you give me an explanation why it takes so long for your government, of which you are still a member, to come up with a solution? It is a serious downfall and a serious problem. It is affecting the delivery of the service.

Hon. Mr. Van Horne: I can only respond that we are aware of the problem. You have indicated that we have correspondence from March. I can get out the log sheets and go back and tell you when I talked with them. It was not just in Metro; we met with representatives of the Red Cross in other communities in the province and their concerns have always been the same. You are

right when you say it is not a problem just of the last few months. It has been there for some time.

It is not the introduction of the integrated homemaker program that has created the problem. It is one that is deep-rooted and long-standing as are many problems. We have funding problems with the whole institutional side of service. There is not a nursing home operator in Ontario that does not say he or she needs more per day per patient.

Mr. Cousens: What have you done specifically to accelerate the funding?

Hon. Mr. Van Horne: I have met until I am red in the face.

Mr. Cousens: With whom?

Hon. Mr. Van Horne: With my colleagues, and I continue to meet with them.

Mr. Cousens: Why are they not acting? Why are they not listening to you? The mouse needs a loudspeaker.

Hon. Mr. Van Horne: I submit that our process of evaluating needs and establishing priorities is an ongoing process. There is another budget and another throne speech not too many months away. It will reflect, as did our last one, a tremendous interest and determination to work with the needs of seniors much more than was evident in the budgets and throne speeches of the previous government.

Mr. Cousens: Do you consider you are successful in your entreaties to this minister with all the money?

Hon. Mr. Van Horne: Indeed.

Mr. Cousens: I do not think you have been. I want to see a confessional statement that really comes out and admits that you have failed to fulfil the role to assist those agencies. Nothing has happened. You have made your entreaties; you have done your talking, but there has been no action forthcoming. When are they going to get their money? You cannot say that now. You have been talking, but there is no action. That boils down to the fact that someone is ineffective. I have never known you to be ineffective like this before.

Hon. Mr. Van Horne: If I thought you were absolutely sincere and serious, I would be offended. I know you are being a shade provocative to lead us into wonderful debate.

Mr. Cousens: I am throwing a twist in at the end.

Hon. Mr. Van Horne: I would say, for openers, that you are categorically wrong in your observation that I have done nothing.

Mr. Cousens: They have no money. They have not solved their problems.

Hon. Mr. Van Horne: Perhaps you would let me finish now. I tried to refrain from interrupting you. I submit that I was given by the Premier a specific mandate to review the services for seniors and to make recommendations to my cabinet colleagues and to him for change and improvement of the system. That did not include establishing a line ministry which controlled the budget.

I made my recommendations to the Premier, and he indicated, when he accepted them as submitted, that they could be the basis of a white paper, which is a policy statement your government never made. You never made a definitive statement of policy for service to seniors. We did it and we did it in less than a year and a half. As a matter of fact, my report of the—

Mr. Cousens: You are getting off the subject.

Hon. Mr. Van Horne: No, I am going to wander all over if I feel so inclined.

Mr. Cousens: Answer the question. Be a nice guy.

Hon. Mr. Van Horne: I am being so absolutely charming that it is almost making me sick. Let me submit that, aside from the white paper, which is a first for this province or for any province, we have been able to bring on initiatives that were simply not—

Mr. Cousens: Mr. Chairman, can you keep the minister on topic or is he going to say something else? I have asked a question and he is getting off into another area.

The Vice-Chairman: The minister is responding. We will give him a few more minutes and see if he does not come around to what you consider to be the main point, Mr. Cousens. You can come back at him if you think the main point has been missed.

Mr. Cousens: I do not think he has heard the question. Maybe it is time to rephrase it.

Hon. Mr. Van Horne: You have implied that I have no influence on the spending of funds to accommodate the needs of seniors. Let me submit that the initiatives we have brought on stream this year will come close to \$32 million. In one instance, the government—

17:10

Mr. Cousens: I am objecting. The question is not being answered. I was talking about the Red Cross and the funding of those organizations. The minister is not answering the question. Does he not have an answer?

Hon. Mr. Van Horne: I will complete the sentence. His government had a project dealing with Alzheimer's disease that was basically a demonstration project, and there is no evidence of the government's sincerity to accommodate the problem. We have acted on it. On the Red Cross question and the Workers' Compensation Board payments, the WCB has reclassified homemakers as domestic workers. Payments increased by 97 per cent from \$1.25 to \$2.47 per \$100 on payroll.

During the current budget process, the Ministry of Community and Social Services has sought municipal concurrence to adjust approved hourly rates retroactive to January 1986 to reimburse nonprofit agencies for the WCB increase. Effective October 1986, the minimum wage increased from \$4 to \$4.35. At present, agencies have to observe resulting additional costs. The current status is that the Ministry of Community and Social Services has taken exceptional circumstance review of homemaker agencies, where the increased minimum wage and other factors jeopardize the operation in the short run. Now if that is not positive action, I do not know what is.

Mr. Cousens: Are all the Red Cross branches up to date with their funding from the province? Is the minister saying he has received the background—

Hon. Mr. Van Horne: Where the situation warrants, the ceiling for approved rates has been raised locally.

Mr. Cousens: The minister said they have their backlog of money. There are 30 to 46 different Red Cross branches close to bankruptcy that have not had money paid into them by the province. That is a problem he himself has identified. Do they have that money? If not, why not?

Hon. Mr. Van Horne: I will have information on the status of those approaching bankruptcy updated and will report to the member as soon as I can.

Mr. Cousens: When is the last time the minister spoke to the Minister of Community and Social Services on the subject?

Hon. Mr. Van Horne: Mr. Sweeney was not in the House, as the member is aware. He and I last discussed our concerns about money and finances last Thursday afternoon.

Mr. Cousens: Did he indicate what action he plans to take on this?

Hon. Mr. Van Horne: I am not prepared to indicate to the member what Mr. Sweeney indicated to me.

Mr. Cousens: I would like to go on record again on this matter, because this was part of the estimates for the Ministry of Community and Social Services, and I received at the time a commitment from the Minister of Community and Social Services that there would be an acceleration of payments to those agencies providing home support services across the province. The intent of his answer was that there would not be the significant delays that are causing serious problems to those agencies.

What I am concerned with—and I have to tell you it is becoming a massive concern—is that people were given the feeling there was going to be progress in this. There have been statements that there would be, but it is not forthcoming. Is there a long-term plan for the government to do away with some agencies at the Red Cross and try to find alternate delivery systems?

Hon. Mr. Van Horne: The answer is no.

Mr. Cousens: Is there any desire to make them stronger or weaker?

Hon. Mr. Van Horne: The answer is yes, we want to strengthen them and be able to call on their expert service. However, if the member simply wants to be provocative and point the finger and say we have done nothing in a situation that was allowed to fester during his regime, he is being totally unfair, not to us—we can handle that—but to those agencies.

Mr. Cousens: No, I take exception to that.

Hon. Mr. Van Horne: He must be aware—well, he can take whatever he wants. I am simply saying we are aware of the problem and we are trying to solve it. I indicated there is a plan of action in hand that will accommodate special situations and, where the situation warrants, raise the ceiling for approved rates. That action has been taken recently.

Mr. Cousens: Does the minister feel the raising of the ceiling is adequate?

Hon. Mr. Van Horne: A review of the entire situation is needed; we are not talking just about the Red Cross. He has to admit there are other groups that suffer in this area too. In the whole, broad spectrum of service offered through the Ministry of Community and Social Services, many of the people who work their hearts out in providing assistance to the citizens of Ontario through the ministry are at the low end of the wage scale. I feel that should be changed. It is something about which the Minister of Community and Social Services feels very strongly. One does not wave a magic wand and solve these problems overnight; one has to work with them.

We are attempting to work with them. I do not know that I can add any more at this time.

Mr. Cousens: I would like to go on record that my reason for raising this subject is I have had some conversations with the people of the Red Cross who have attended hearings of the Grossman task force on human and social services. We have travelled the province and received hundreds of submissions. One of the major problems is that expectations have been built in the minds of those delivering the services that there would be funding forthcoming and that there would be a new spirit of co-operation.

What has happened is that some of those, such as the Red Cross, have a far worse problem now because of the failure of this government to get the money in their coffers to provide for their people delivering the service. They are ending up carrying bank loans; the banks are threatening them; and then their people are feeling no one at Queen's Park cares about them.

I know the minister well enough that I know he cares. I am concerned about his inability to reach a solution in the form of funding flowing adequately and fast enough that they are able to maintain their own level of service.

The service of those people we have out there is fundamental to the success of the integrated homemaker program. First of all, we have to attract people and have them stay in it. Because of the turnover they are going through, the whole system is in jeopardy of not being able to fulfil the mandate, which is part of this new legislation.

We support that legislation. It was part of our plans in 1983 when our government came forward with the initial plan, and we have now seen it go forward. It is going forward in a way that we hope is going to help many people in their homes. It is not going well in every place. I have talked to some of the people in some of the communities where it is going on, and they are concerned about the money not coming in, so that they are having to pay.

That is not the only problem. I wonder whether the minister could identify any of the other problems he sees within the integrated homemaker program.

The Vice-Chairman: Would the member care to identify the problems and ask his question on the problems? He is on the record clearly on the other matter. Does he have a specific question?

Mr. Cousens: I am alluding, in one instance specifically, to a client who could have received the service but did not accept it because he did not understand the program; it had not been ex-

plained that well. Is the minister seeking any way to make sure the people receiving it know it is free of charge, there is no extra levy on it and it is not going to come out of their taxes?

Hon. Mr. Van Horne: We prepared a couple of pages of information which I have already described. We should turn it over to Mrs. Singer.

However, I want to go back to what Mr. Cousens asked. Did I see other problems? There are other problems. For example, there is a problem of adequate training required for the homemaker. A week ago Monday, I visited Mr. Epp in Ottawa and spent an hour with him talking about the theme of health promotion and illness prevention for seniors as well as the need for us to work co-operatively with the federal government in terms of its manpower training programs as they relate specifically to the training of people to work in the homemaker program area. We concurred. Our concerns and our determination to act on this were unanimous.

17:20

Thus, there is another problem; we are moving on it, but again, you know full well that you do not change these things overnight. For us to work out the details of new training programs with the federal government is going to take some time, but at least we met and at least we agreed on the need—and it is there, you are right—and that we should act.

Mr. Cousens: Were you involved in the selection of the 10 places that were chosen and the space?

Hon. Mr. Van Horne: Yes, this is something I was involved in.

Mr. Cousens: What were the criteria you used to select them?

Hon. Mr. Van Horne: I am going to defer again to Mrs. Singer, who has worked with this. I think we should go through these.

The Vice-Chairman: It might be helpful if we had a review of the document by Mrs. Singer. Then if there are specific questions you want to come back to focus on, we can do so after that review.

Mrs. Singer: The document identifies the three different homemaker programs that are currently functioning in the province.

The first one is the homemaker component of the home care program. This program is authorized by a physician. The individual must require at least three health professional visits per month. It is a Health-insured program, it is 100 per cent provincially funded and it is available province-wide through the 38 home care units.

The second program operates under the Homemakers and Nurses Services Act. The individual must be in social or financial need. The program is needs tested and user charged. Services are purchased or provided directly by municipalities.

The program is discretionary at the municipal level. The funding for the program is 80 per cent provincial and 20 per cent municipal. The clients for this program include the range of elderly, handicapped, ill or convalescent. Families will provide child care in the absence of a parent who is ill or incapacitated.

A problem then became very evident: There were some frail elderly who could not obtain necessary homemaker services, since they did not qualify for the home care program and did not meet the financial eligibility criteria under the Homemakers and Nurses Services Act. In addition, there were some elderly in receipt of homemakers under the home care program who lost their entitlement to these services when their medical problem was resolved. These difficulties created an incentive to qualify for unnecessary professional health services.

The solution then was the integrated homemaker program, a program designed to assist frail elderly and adult physically disabled persons who require homemaker services to remain in the community but do not require health professional services. There is no charge to the client. The program is 100 per cent provincially funded.

The program is delivered through the home care units to facilitate a one-stop shopping approach to accessing homemaker services. It will be available province-wide. The program is currently operational in six sites and it has been announced in 10 additional sites. When fully implemented, the program will fill existing gaps in services, eliminate financial incentives to obtain free homemaker services through home care and replace the basic municipal homemaker services to the elderly. On page 2 of this document there is a matrix that shows the differences among the three programs.

The Vice-Chairman: Thank you very much. Does that give rise to further questioning from members of the committee?

Mr. Cousens: Is more money coming from the federal government? Are there figures that were agreed to earlier?

Hon. Mr. Van Horne: Do you mean through—

Mr. Cousens: The 80-20. Is there going to be any more money coming?

Hon. Mr. Van Horne: We had Bill 113 to allow us to have some copayment with the federal government. That was the bill that was debated last week. Is there any more money coming? That was to have been on the agenda for the ministers' conference in British Columbia at the end of last week. I honestly do not know where that is right now, except to say that it was to have been a topic of debate.

Mr. Cousens: Mr. Sweeney was not at that conference.

Hon. Mr. Van Horne: No. To my knowledge, he was not.

Mr. Cousens: So who was carrying that part of the discussion?

Hon. Mr. Van Horne: The Premier was, although in terms of the question that was asked about more money coming from the federal government, aside from Bill 113, I understood that there was to have been some discussion at the ministers' conference in British Columbia about sharing. I am not sure they got to that topic. Mr. Elston was not there?

Mr. Heagle: I cannot speak to the discussion in Victoria. Certainly Bill 113 is to permit, among other things, the sharing of the homemaker component of the home care program, which was previously 100 per cent provincially funded. In fact, there is a rather strange-looking section in there designating the Ministry of Health as the delivery agent. That is necessary to meet Canada assistance plan criteria.

Hon. Mr. Van Horne: I will find out and get back to you on that, either by talking to you in the House or by getting a note to you.

Mr. Cousens: What about those communities that do not currently have this home support service to deliver? A number are identified. How many communities do you know of that do not have that service?

Hon. Mr. Van Horne: The integrated homemaker?

Mr. Cousens: No, just home support. How many communities across the province are there that do not have it?

Hon. Mr. Van Horne: Mrs. Singer, can you be helpful there?

Mrs. Singer: If it is home support services that we are referring to, I would say it is minimal, because home support services were introduced by the Ministry of Community and Social Services in 1979. Programs such as Meals on Wheels sprouted all over. Even in isolated areas, wherever there is a hospital, you will find that a

Meals on Wheels program was developed and put in place.

Mr. Cousens: Are you saying, then—and this is good news—that there are no communities across Ontario—

Mrs. Singer: I do not think I said that there were no communities. I said there were few communities, and they vary.

Mr. Cousens: Can you identify for us those communities that do not have home support services now?

Mrs. Singer: I could make an attempt at it.

Mr. Cousens: That would be very helpful. Then can we also learn what is being done to try to establish such services in those communities? We are dealing with native communities and very remote parts of the province. I would think that, when we are trying to establish equality for all, it becomes an important obligation of your ministry to make sure no one is deprived from gaining what is his due, especially as we proceed with the whole province receiving the benefits of the integrated program.

Hon. Mr. Van Horne: We can certainly make an attempt to get that information. It may take a day or two or three to do so. I would submit to you that there are new programs popping up, as Mrs. Singer indicated, almost like mushrooms, as was the case when the Meals on Wheels program was announced. It may be a more difficult task than we think to get the total information to you.

17:30

Mr. Cousens: You have more than a few days. If it took a week or two to get that information, I would still be grateful. It is important.

I am interested in understanding not only the vulnerabilities, the weaknesses and the holes, but also what is being planned to try to remedy it.

Hon. Mr. Van Horne: Yes. That is the real art. It is one thing to identify it; it is certainly another question to help it.

Mr. Cousens: I appreciate that.

The Vice-Chairman: I wonder whether some of these programs still rely on volunteer services.

Hon. Mr. Van Horne: The answer is yes.

The Vice-Chairman: If that is the case, what is the minister doing to prepare for the day when the load of seniors is so great and the supply of people with adequate time for the volunteer component is diminished—because they will be totally absorbed in the economy—and we are suddenly left with a requirement for quite another

kind of service that is on a quite different basis from volunteering?

Hon. Mr. Van Horne: That is a tough question. If the volunteer bank runs dry or if you just cannot meet the need, obviously you have to call on other sources. You have to look, for example, to your municipalities or to some form of agency. I think that was at the back of Mr. Cooke's mind yesterday when he was asking about the for-profit versus the nonprofit sectors. You could extend the concern he had into this area of volunteers. If you do not have the volunteers and you need the job done, you have to pay to have it done somewhere.

The Vice-Chairman: You are not saying the conclusion would be that you would have to go to profit-oriented services?

Hon. Mr. Van Horne: I would hope not. Our thrust is in the nonprofit area wherever possible. We can do more to encourage the volunteerism that does so many good things. As a government, we can provide more initiatives and incentives for better in-service training programs, for example. We have not addressed that with full thrust. We acknowledge the need and feel we should be moving on it at this time. I cannot say much more than that.

The Vice-Chairman: You do not have an analysis of the demographics of the question that might lead you to anticipate the date this might begin to become a significant problem?

Hon. Mr. Van Horne: I will tell you why we cannot: It is because you find seniors themselves providing a lot of these services, and you have the phenomenon now of more people retiring at an age earlier than 65. It is awfully hard to be specific about the numbers on that. For example, what effect is the Canada pension plan amendment going to have as it comes into play next January? I do not know what is going to happen. I can only guess. I do not know where else we could go.

Mr. Heagle, do you have any comments?

Mr. Heagle: In trying to address the chairman's question, there are really two issues involved. The first is that the role of the family, while still critically important—family support is the best kind of support—is not as flexible as it used to be. That is one of the reasons we are into more support services and that is one of the reasons we are trying to go to one-stop shopping to get a good system that will deliver on a comprehensive basis.

With the change of participation in the labour force, with the fact that people do not live next

door to their parents any more—they may live hundreds of miles away—the immediate family supports are not there. We are trying to develop an effective system that will supplement family care but not replace it.

Personally, I do not necessarily see a point in time at which volunteers will necessarily dry up, because the phenomenon we are encountering is that of the healthiest elderly population we have ever had. We are getting earlier retirement dates, and the younger elderly are extremely interested in all kinds of activities, including volunteer services.

I am not suggesting that the panacea lies in that. I am saying that with a changing labour force in many senses—not simply in terms of age of retirement but also in terms of other structural issues—I would not necessarily assume that volunteerism is well nigh death.

The Vice-Chairman: I did not want to imply that it was well nigh death. I just wondered whether there was, in your estimation, a critical point at which there might be a problem and whether you were beginning to address it. I gather that some questions are being asked.

Mr. Heagle: Exactly.

The Vice-Chairman: Were there further questions that people had? I believe we are going to have to be in the House for a vote by 5:45 p.m. No? Is that not the word? What is the word from the House? Do we have a word from the House?

Mr. Offer: I cannot state it on authority, but my understanding is that there will not be a vote.

The Vice-Chairman: No vote? Debate is still proceeding.

Hon. Mr. Van Horne: For the record—and we will provide this for Mr. Cooke—in relation to that, he had asked a question about the profit and nonprofit service provision in the integrated homemaker program, and he wanted us to be specific about the six initial sites. Of the six initial integrated homemaker programs, three are being served by only nonprofit agencies—that is, the Red Cross—which Mr. Cousens was so concerned about. Those are the programs in Timmins, which is the Cochrane district, Huron county and Parry Sound.

In the other three, which are served by a combination of profit and nonprofit, the ratios are as follows: In the Kitchener-Waterloo region it is 55 per cent nonprofit, 45 per cent profit. That is significant because he certainly had the impression that it was practically all profit oriented in the Kitchener-Waterloo region. In so far as the Kitchener-Waterloo region is con-

cerned, the 45 per cent profit is covered by two groups, one known as Paramed and the other known as Comcare.

The same breakdown applies to Thunder Bay, where it is also 55 per cent nonprofit versus 45 per cent profit. In the third area, which is Leeds-Grenville, it is 90 per cent nonprofit service and 10 per cent for profit.

I wanted to make that observation for the record and also in response to Mr. Cooke's question about mandating nonprofit versus profit. I can only reiterate what Mr. Sweeney said, that our preference and our leaning, or whatever you want to call it, is for the nonprofit. We have chosen not to mandate that.

The other observation is that in the profit instance there are contracts, which are generally on an annual basis, and if a situation arises wherein that contract is improper, inadequate or whatever, it can be changed.

Now we will entertain other questions or whatever your wish is.

Mr. Dean: Whether we finish it or not, I would like to get at the idea of health promotion. We have been talking about that peripherally on some other things we have discussed, but there is a whole area on the matter of seniors' care. Their ability to enjoy life depends so much on whether they have good health. It is recognized by lots of people, of course, that anything that can promote good health is going to be better for them personally and better for us as well from an organizational and financial standpoint.

I would like to emphasize a word. I do not know whether it is really a proper one. Perhaps, Mr. Chairman, you can tell me whether there is such a word. It is used anyway: "wellness" as opposed to health, which has come to have an institutional ring to it sometimes. Wellness has not got that far yet, except maybe in the water department.

17:40

The health care system, which sounds good, tends to spend most of its time and effort on putting out fires. It is more of an illness model than it should be. It is important that any public body trying to make conditions better for a group in society, such as seniors, would emphasize health promotion as much as possible.

I notice a definition in one of the excellent reports from the advisory council. The report is called A Report on Health Promotion. I wonder if the minister is satisfied with the definition quoted here, which is taken from the World Health Organization. If the minister does not trust my reading, it is on page 3.

Hon. Mr. Van Horne: I trust you.

Mr. Dean: "Health promotion represents a mediating strategy between people and their environments, synthesizing personal choice and social responsibility in health to create a healthier future."

That is a mouthful, I know. It affects your health even to consider it.

Hon. Mr. Van Horne: Just hearing that makes me feel better.

Mr. Dean: Does that define what you might mean if you are talking about health promotion in your ministry?

Hon. Mr. Van Horne: I think that is an acceptable definition. Definitions are not the be-all and end-all, but it certainly touches on things with which I concur. When we got into this theme we wanted to do more than just observe it and mention it in passing because of the obvious positive impact that a real concerted effort might have on the whole system, which is people.

If you believe in this, if you get at it and stay with it—that is the theme of vision testing, of vision care, of hearing, of proper diet. The chairman made reference to the need to impress on young people, particularly young females, the need for calcium intake with the long-range goal of preventing osteoporosis. There are safety measures you can bring on immediately to cut down on home accidents and measures to accommodate people we are trying to encourage to stay in their homes. The whole range can have such a positive impact on the demand for service that we feel it must be proceeded with.

We want to encourage the federal government to work with us, which is why we met with Mr. Epp. We also did not want to reinvent the wheel, so if part of our thrust to get into promotional things through radio, television, and newspapers has already been done somewhere else, perhaps that somewhere else will let us borrow. To that end I visited the US in August, and I talked with them about how they developed programs and promotions through radio and TV. They were quite happy to give us cartons of stuff to bring back, things that are not copyrighted, that we could put an Ontario twist on and use.

We thought about it; we feel strongly about it. We started moving to develop the thrust and attack on this whole theme of health promotion. Of course, we have taken the advisory council's report into consideration too.

Mr. Dean: Minister, how much of that are you going to concentrate on? Are you going to

concentrate only on seniors? How much are you going to concentrate, as you mentioned in your remarks, on people much earlier in life, when a lot of us get our habits fixed?

Hon. Mr. Van Horne: How right you are. If you look at Mr. Epp's paper, which, by the way, came out the day after we visited, a week ago today—we were there a week ago Monday—I have to be honest with you and submit that I have not gone through it in detail. I do not know how widely circulated it is, but I am going on the strength of what I have read and what other people have reported to me.

His thrust in that discussion paper—and that is what it is; it is not a policy paper but a discussion paper—is for the health promotion theme at all age levels. That is important because his obvious goal is to impress on people at an early age the need for better habits so they are not in need farther down the line.

Mr. Dean: I am trying to find out if you feel that is part of your mandate, even though you recognize quite properly that a lot of it does not immediately apply to seniors. Is this part of your mandate?

Hon. Mr. Van Horne: It is, in that it is accepted as part of a white paper and the white paper has been put forward as a policy statement by our government. The conclusion you have to arrive at is that I have some responsibility for the implementation of these strategies and that is one of them.

Mr. Dean: Aside from meeting with the federal minister, have you initiated or joined with your colleagues in initiating any new programs on good health?

Hon. Mr. Van Horne: No, I must admit we have not done a whole lot on that. Some things are starting to move. The white paper came down in June. I had chats with Glen and the staff about it. I visited the US in August.

Mr. Dean: That is just an embryonic stage.

Hon. Mr. Van Horne: Yes. We are just at the embryonic stage.

Mr. Dean: When it happens, do you presume it is going to be delivered by the Ministry of Health?

Hon. Mr. Van Horne: If I have some responsibility for its implementation, it could well come to the cabinet as a package with implications for a whole lot of ministries. There is no reason why there could not be implications for Health, Labour, Education and Community and Social Services. The spectrum could be broader than one particular ministry. We have

not come to grips with how to handle all these things, whereas you folks had 42 years of experience. Sometimes you know darned well you have to try something and if it does not work, you back off and go at it another way.

Mr. Dean: I would not want you to lump me and the member for Lincoln (Mr. Andrewes) in the same 42-year bag. I do not know if it would hold us both. The minister has been around a lot longer than either the member for Lincoln or me.

Mr. Andrewes: I was a farmer for the first 41.

The Vice-Chairman: You mean we have to begin designating the eras according to the neolithic and the paleolithic? Go all the way through the whole line?

Mr. Dean: If it is carved in stone, it is paleolithic. There is also another quote from your agenda that you will adopt existing prevention programs to meet the special needs of the elderly. What are you talking about there?

Mr. Heagle: If I may respond to that, many existing prevention programs—and this reflects back to Mr. Epp's comments—are not specifically targeted to the elderly. There are anti-smoking campaigns, some of which are particularly targeted to young females, for example, but I have not seen anti-smoking campaigns targeted to the elderly or, as you pointed out, people who for whatever reason are approaching mature age. The figures I have seen indicate that the potential incidence of problems—and I am a smoker—decrease to one seventh if you cease smoking by the age of 50. That is an example of preventive effort in one area.

17:50

Similarly, with alcohol and drug addiction, there are all kinds of things about children on drugs and there are things in Ministry of Health ads about alcoholism in middle-aged people, but there are no issues of drug utilization, that is, prescription and other varieties of drugs, oriented towards seniors. Some of the same topics apply to seniors, but there is considerable room to adapt those programs so they are targeted directly to seniors and seniors recognize them as such.

Mr. Andrewes: Can I ask a supplementary?

Mr. Dean: Sure. You have 10 minutes.

Mr. Andrewes: Hot off the press and shoved under my door in the past 20 minutes, this press release came from the Ministry of Health about the Bernard Betel Centre for Creative Living getting funding for a wellness program for the aged.

"The Bernard Betel Centre for Creative Living in North York will receive \$43,933 a year in provincial funding for its wellness centre"—I will not try to pronounce the rest of this terminology—"Health Minister Murray Elston announced today." Is this a part of your ongoing, co-ordinating role in delivering these services?

Hon. Mr. Van Horne: If you talk about a co-ordinating role and refer to a press release that I do not have in front of me, you could ask a supplementary to that, which would be very interesting.

Mr. Andrewes: No. I do not want to be flip. I have a few notes scribbled here. Essentially, I want to know whether the Ministry of Health continues to take these initiatives on its own or whether your ministry in its co-ordinating role looks at the regional distribution and the proposal and has the ability to say something is a worthwhile program and should go into a particular area, such as North York, London or Windsor.

Hon. Mr. Van Horne: No. If you want the detail or background on that, I will get it for you. The fact that I am here does not mean they do not carry on with programs and respond to requests and to funding whatever projects. It would be a bald-faced misrepresentation or lie if I were to say I was privy to or part of every decision to get involved in projects like that.

If projects of a broad nature that could be described as different or as new initiatives, for example, the multidisciplinary department of geriatrics, were to happen through Mr. Sorbara and Mr. Elston without involving me, I would be a failure. However, that has not been the case. In the case of an individual program, which is an extension of the mandate they have always had and the programs they have always run, they carry on with those things.

Mr. Heagle: It is my understanding that there have been ongoing conversations with Betel for several years. Not having seen the release, my interpretation would be that is a culmination of something we started long ago.

Mr. Andrewes: The Betel Centre, as I understand it, is a seniors' organization with a fairly large membership. This is assistance for them to initiate the kinds of programs my colleague talked about.

When I read this press release, I sense this is the model of a community health centre within the membership of this organization. They say the wellness centre is expected to be operating in January. Its staff will include a clinical services

co-ordinator, a medical consultant and a nutritionist-dietician. Am I correct in making the assumption that it is utilizing the community health centre model within the closed community of the membership of the Betel Centre?

Hon. Mr. Van Horne: We are trying to get a proper response. Let me submit to you one of the handouts we gave out earlier, which you may not have. These are groups of people we met with. We met with the Betel Centre on November 18, 1985.

Mr. Andrewes: I checked that out.

Hon. Mr. Van Horne: We were involved. If you were to ask me whether I had something to do with writing the press release that came across your desk today, I would have to say I did not, but if you ask whether we are aware and whether we work together, the answer is yes.

The question you asked was about a model, and I want Mr. Heagle to answer that.

Mr. Heagle: The Betel Centre is an extremely broad-ranged service. I understand it has been discussing for some time the possibility of incorporating some form of CHC with the Ministry of Health, but that is a unique proposal. I am not sure whether it meets the current criteria. We would have to check out the exact status, but that is part of the direction in which they are trying to go.

Mr. Andrewes: I do not want to be flippant about this and am not trying to pull the rug out from under you, but I would like some guidance on the thrust you see for this model and the resources that are realistic. Is \$43,000 realistic to put this model into the midst of a group of 1,500 seniors and to have an effective program? What are the plans? Are the plans to deal with these things on an ad hoc basis or to look at a number of models that may or may not work and then make some judgements on their future?

Hon. Mr. Van Horne: I do not want to put you off unnecessarily, but I would like to respond as completely as I can. If you would allow a few days for the gathering of information to make a complete answer, I would appreciate your giving us that time.

In terms of whether we look at a pilot project such as this to see where it goes right or wrong, we do have a general approach to responding to requests. If they make sense, if they are needed and if they fit into the general thrust of where we think we should be going, we are inclined to look favourably upon them. I am not sure whether that is an appropriate answer, but that is the mindset

we have when we see these requests come in. However, we will respond in detail for you.

Mr. Chairman, you are almost going to have to throw us out of here in spite of everyone's wish to remain.

The Vice-Chairman: Yes, I am.

Hon. Mr. Van Horne: Mr. Andrewes asked yesterday about legal services for Alzheimer's victims and their families. Staff did get some information, and it is available for the committee. I wanted to be sure that was made known before we leave today.

The Vice-Chairman: Do you have with you the Alzheimer's disease legal and financial concerns?

Hon. Mr. Van Horne: Mr. Kennedy has copies.

The Vice-Chairman: We can distribute those at this time.

Unless some members press me very strongly to the contrary, I shall declare us adjourned until Thursday afternoon. We have three hours and 33 minutes still to complete in estimates.

Mr. Dean: All on Thursday?

The Vice-Chairman: Whether you want to complete them all or whether you want to come to some earlier decision about votes is entirely in the hands of someone other than me.

The committee adjourned at 6 p.m.

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Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office for Senior Citizens' Affairs

Second Session, 33rd Parliament

Thursday, November 27, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, November 27, 1986

The committee met at 3:30 p.m. in committee room 1.

ESTIMATES, OFFICE FOR SENIOR CITIZENS' AFFAIRS (concluded)

Mr. Chairman: I declare the meeting begun. We are dealing with the estimates of the Office Responsible for Senior Citizens' Affairs. We have, in theory—

Clerk of the Committee: Three hours and 33 minutes.

Mr. Chairman: —three hours and 33 minutes remaining.

Mr. Dean: Of delightful anticipation.

Mr. Chairman: Yes, we are all looking forward to this with great excitement.

Mr. Dean has told me that he unfortunately will be delayed, if he can make it at all. He is involved in press work with Mr. Broadbent on the new patent legislation on drugs expected nationally. As a result, he has to be there as our Health critic. I presume that even without his presence, Mr. Dean may be able to help us move along.

Mr. Dean: We might be able to eke out some of the time.

Mr. Chairman: As I understand it, the vote we are dealing with is the same one we were dealing with before. There is only one vote, 3301. I have been requested by the clerk to call it out, which I have done.

Mr. Dean, would you like to carry on?

On vote 3301, Office Responsible for Senior Citizens' Affairs proposal:

Mr. Dean: Yes. Thank you very much, Mr. Chairman, for your perspicacity in seeing which vote we are on.

Mr. Chairman: That is why they pay me this extra stipend.

Mr. Dean: Before we start, would it be in order for me to suggest that, as far as I and my caucus colleagues are concerned, we could probably wrap this up today? I do not know how the other people feel about that.

Mr. Chairman: Mr. Cooke has said the same, so that will be fine.

Mr. Dean: There was a suggestion that if we are really good boys and do not spend too much time talking, we may be able to go up and hear the tail end of the debate upstairs.

Mr. Chairman: That would be interesting.

Mr. Dean: That also suits me, if it is not transgressing some great political strategy of which I am unaware.

Mr. Chairman: If it is, it is one that has gone past us all.

Mr. Dean: There are a few items that I hope we will get to this afternoon. Yesterday we started talking about health promotion. I know the minister covered a few of those things. Has anything been done regarding co-operation with the Department of National Health and Welfare or with other provinces to get some programs established?

Hon. Mr. Van Horne: We met with Mr. Epp a week ago Monday and discussed that theme and a couple of others with him. The main purpose of our visit was to talk about health promotion. He was "impressed"—that might be close to the word. He was certainly receptive to what we had to say. Essentially, we said we wanted to work in concert with the federal government rather than as an individual entity perhaps duplicating what they may have in mind or what they may already have done in other areas, such as the Department of Fitness and Amateur Sport, for example.

Although he was quite receptive and asked a lot of questions, he was not able to get into the detail of the discussion paper, which he indicated would be released the following day. It was released, and we are taking a look at it. At the end of the meeting, we agreed to continue our discussions and take into consideration their paper when we had the chance to assess it.

Further, I mentioned to him that we had visited the United States, Washington specifically, to learn from them what programs they were currently running and that were, by their definition, successful. They were kind enough to give us material to bring back. When I mentioned that to Mr. Epp, he indicated that members of his department had apprised themselves of what was going on in the US.

That might be a starting point for our next discussion, because in that package were the

scripts for a variety of radio and television promotional items that were good vehicles for bringing illness prevention to the attention of the seniors population. That is only one tool that can be used. We have the need to pursue it. I have asked Mr. Heagle to have one or two of our staff assess this material with a view to putting an Ontario flavour on it.

In the event that the federal government may determine to hold back or not join with us in the coming calendar year—that is the 1987 calendar year—I am prepared to go this alone in Ontario. You realize that the costs have not yet been assessed, and that gets to be a bit of a problem because we have to ask for money for whatever program and, at this point, we would just be guessing if we included it in our budget requests for next year.

That is where we are. The bottom line is that my intention is to proceed with this, either alone or in concert with the federal government, in the 1987 calendar year.

Mr. Dean: That is very encouraging. Are you the lead minister on this whole issue, then, rather than your colleagues in the Ministry of Community and Social Services or the Ministry of Health?

Hon. Mr. Van Horne: This is an initiative in A New Agenda. I would be the lead, but I would be lead, hand in hand with the Ministry of Health.

Mr. Dean: I see. Has any analysis been done yet on cost benefit—I realize we are talking about a broad area—the cost of the health promotion programs versus the benefit that would be estimated to accrue?

Hon. Mr. Van Horne: I cannot be very specific on that. I think the Ministry of Health has talked in very general terms on that theme, but I do not know that Mr. Heagle can be very specific. I would have to turn to him. Particularly from his experience with the Ministry of Health, he may have some answer that I am not aware of.

Mr. Heagle: I cannot be terribly specific about that. I can give a general comment to the member, though. One of the issues in health promotion and illness prevention is cost-effectiveness, and there are arguments on both sides. Some people argue that while health promotion and illness prevention ideally are the way to go, the real costs in attempting to reach that population and in changing their lifestyle, habits and so forth in many cases are much higher than is indicated.

I do not know that this is the case, and we have been trying to follow the literature and examine the situation. One of the problems is that there has never been an extended, devoted health promotion and illness prevention campaign where we have the cost benefit data, but certainly cost is a consideration.

Mr. Dean: I take it you are not saying, Mr. Heagle, that it is better to go on in our own slovenly ways because we do not—

Mr. Heagle: Absolutely not. All I am doing is acknowledging that a line of argument is presented which says that illness prevention and health promotion are not quite as cost effective as you might think they are. Whether that is the case or not, I am in no position to say.

Mr. Dean: Does that arise from the medical community, who are used to dealing with this after we get sick?

Mr. Heagle: I do not think it arises specifically from any community. There seem to be advocates of that argument within the medical community and within other health disciplines communities. It is simply a caution. But we are definitely in favour of effective illness prevention and health promotion.

15:40

Hon. Mr. Van Horne: As an aside, I was going to say that “slovenly” is not even in Mr. Heagle’s dictionary, so he probably does not know what you are talking about.

Mr. Dean: I hope I am not setting myself up as an example of a slovenly health care critic.

Hon. Mr. Van Horne: No. You triggered a thought when I was listening to the two of you, though. There was a brief discussion that came coincidentally with our visit with Mr. Epp and through him. That was on the theme of research and data that are accurate and up to date. We both agreed very quickly that this is a sore point in Canada. There are precious few data on many of these ageing themes. If that is a signal for some action on the broad theme of ageing, it is a signal for action country-wide, not just on a provincial basis.

Mr. Dean: Could I turn to another aspect of what I hope is health promotion, and that is drug utilization? We have not covered that yet in these estimates, although it has been covered to some extent in other places. Among other things that are available, I am sure you are aware of the advisory council’s report. It raised the concern of whether there is proper and not excessive drug utilization by seniors. In your co-ordinating and leadership capacity for seniors, have you taken

some steps on the recommendations that the advisory council made or on any good notions you had on this topic?

Hon. Mr. Van Horne: We have had some discussions. There is reference in A New Agenda to the theme of training people to work in the field of geriatrics. In the working paper we gave to the Premier (Mr. Peterson), there was more detail on such things as drug utilization than there was in the white paper. We have been criticized for not putting more reference to that in the white paper. In a sense, we could have; on the other hand, we did not want to get too specific and alarm the elderly population or put the whole business of drug use out of proportion.

By and large, it is fair to say that an elderly population is a bigger consumer of drugs than a younger population. Most of the medication they take is appropriate for whatever ailment they are afflicted with. There is, however, a problem in mixing prescribed drugs with over-the-counter drugs. There is a problem in that an older person's physical makeup may react to some medications in a different way from when the person was younger. There is a whole long spectrum of themes that we feel should be concentrated on in the training process for doctors, nurses, pharmacists, etc.

Having said all those things, and now that you are aware of them, let me say that there has been some negotiation and discussion with the Ministry of Health. As you know, there was considerable interministerial discussion on Bill 54 and Bill 55. At this point, I do not know that I can say a whole lot more. If you want some specific comment on the advisory council and its recommendations for the pamphlet on drug practices and so on, I have a copy of a little handout that we have in both languages attached to my notes here. I do not know whether it was written—

Mr. Dean: I have read that one.

Hon. Mr. Van Horne: Mr. Heagle has just pointed out that this pamphlet was implemented in August 1985, which was shortly after we formed the government.

Mr. Dean: Has there been any feedback on how useful that has been or how many seniors have got it?

Hon. Mr. Van Horne: Very little that I am aware of.

Mr. Dean: Maybe it would be something for the seniors' council to investigate if it has spare time.

Hon. Mr. Van Horne: All I can go on is what people say when we are involved in this consulting process, and there has been very little feedback on that theme. Mr. Heagle, I do not know whether you have anything to add.

Mr. Heagle: I am not aware of any extensive feedback, either.

Mr. Dean: Along the same line, something that was discussed quite a bit during the consideration of the pharmacy bills, Bills 54 and 55, was the pluses and minuses of, shall we say, a three-month versus a one-month supply. I gather the three-month supply business has been given some favourable aspect. The only thing I worry about is what happens if somebody who is not quite sure what he or she is doing gets this stuff in the wrong place and finds out it is not going to do the trick after all but then still has 50 per cent of it left over. Have you or any of your agents given any thought to that?

Hon. Mr. Van Horne: One of the first visits we had here in Metro in the consulting process was attended by Mayor Lastman, and he was quick off the mark to point out a program they were encouraging in his community called the brown bagging program, drug recovery through the brown bag. Seniors were encouraged to come to a spot, such as a seniors' centre, a church hall or wherever, bring all their medications in a paper bag and there would be someone there who could assist them and say, "You are taking this and you should continue with it, but these next three are things you should chuck, and we will do that chucking for you."

That was a local initiative that I think worked quite well. Because of his greater experience with health, Mr. Heagle may have some other examples.

Mr. Heagle: My recollection, which is not terribly clear, is that there was a campaign a few years ago, which I believe worked with neighbourhood pharmacies, that worked precisely the same way. Pharmacies co-operated in assisting elderly people to return their drugs. They set up bins, called them in and helped them.

Mr. Dean: Is that still going on?

Mr. Chairman: Yes, it is.

Mr. Nywening: A lot of public health units co-operate.

Mr. Chairman: I noticed in the statement that there were a lot of public health units that do this. We received information during the hearings on the two drug bills that it is still done, but on a hit-and-miss basis across the province.

Hon. Mr. Van Horne: While we are on this, I had one or two people say after our last meeting that they enjoyed listening to the discussion on the integrated homemaker program because they knew in general terms what we were talking about but did not really know all the details.

The staff put together a couple of sheets, which we distributed, but here we are again today with something else that a lot of people did not know about. We have a newly printed copy of this Guide for Senior Citizens. The guide is updated each year. I guess it has been around for some years. I do not know how many years now, Mr. Nywening, eight or 10? Five or six years?

At any rate, I have been asking myself in the last little while, when I was wondering what we were going to talk about today: Would it be wise to put together a package of this stuff for all members? This could be helpful back in your constituency offices.

Mr. Dean: It certainly would. I must see what samples of material you have. I have some of those of an older ilk, I think.

Hon. Mr. Van Horne: The ones that were not coloured red.

15:50

Mr. Chairman: It is rather strange.

Mr. Dean: Yes. The others were more catholic; they were various colours.

Mr. Chairman: It is hard to tell why the colour changes take place. I have never understood that.

Mr. Dean: I know why. We are now in the red.

Hon. Mr. Van Horne: I think it would be worth our doing to distribute them.

Mr. Chairman: It is a good policy to try to get as much of this around to members as possible. Most of us use that kind of thing in our constituency offices. Mr. Offer, do you have a suggestion on this?

Mr. Offer: I have a question on this. Just last evening, I had a public forum in my riding, which was attended by a number of seniors. Today, I was provided with a copy of this booklet. Where can seniors get this? How available is it? I noticed that the drug utilization formula was in two languages, whereas this is only in English. Is there a French translation or the possibility of any other translation?

Hon. Mr. Van Horne: We ordered 205,000 of these, 200,000 in English and 5,000 in French. We can order more in either language if we need more. The distribution is generally

through constituency offices, community information bureaus, district offices of the Ministry of Community and Social Services, offices of the Ministry of Northern Development and Mines, Ontario health insurance plan offices and offices of the Ministry of Tourism and Recreation.

If any community group wants an extra 30 or if there is an elderly persons' centre in your riding that wants 100 of them, all it has to do is ask you or call in to us. We will gladly mail them out. They are available in quantity and they are available in both languages. The booklet is updated annually. We just got this from the printer at the end of last week, or very recently at any rate.

We update it by asking all ministries to amend it for present needs. I am not sure whether we request every member to amend it. You may have something in your riding that can be helpful to us. We are not trying to hide anything. We want to make it as good as we can, but I do not know whether we ask all members from all parties.

Mr. Dean: I can testify to its usefulness. It is one of the things that I regularly run out of in the constituency office. I had not seen the new look. When you dragged it out, I wondered whether I had missed something. I see it is just new. You have not got around to sending my autographed copy yet.

Hon. Mr. Van Horne: When I saw this on Thursday—I was getting my things ready to go back to London for the weekend—I wanted to take a bundle with me and was told by the secretary that the dozen we had were all we had until the major shipment came in.

Mr. Chairman: Just so we do not take up too much time on straight information dispersal, I suggest the approach be to have any leaflets or guides of this sort put into a package for the members. In terms of briefings on an issue, you might just as easily put that through to the critics if you want to advise them about it, rather than send it to all members. Looking at the mail I get from ministries on a regular basis, there is a large portion of Agriculture and Food distributions of which I do not make active use, if I can put it that way.

Hon. Mr. Van Horne: Is Jack Riddell ever going to be upset when he hears this.

Mr. Chairman: The fine community of Scarborough West has also become outraged by my attitude about it.

Mr. Offer: So we have heard.

Mr. Dean: Are you still on that starvation diet or something?

Mr. Chairman: Whenever I see something to do with food, I still have trouble with my stomach. If I see any more circulars on fish sticks, so help me.

At any rate, that will be the best way to divide it up. If there are issue areas on which you want make sure the government's position is well known, those can be put out for more general use or to the specific critics. This kind of information will be very useful to all members, and if you want to update them, suggesting that and sending around to them would be a great idea.

Mr. Offer: When these are sent out to members, it may not be a bad idea also to indicate where further copies may be obtained for the members' information. They could then take that information and not always be calling in and things of this nature. They could network it through their communities so this guide would be distributed to the largest number of people.

Mr. Dean: Another thing that will probably not require a lot of discussion is still under the general topic of health promotion. What about dental care for seniors? This is something that has been mooted on and off by more than one government in the past while. Where do we stand on that?

Hon. Mr. Van Horne: We talked a lot about denticare in our political campaign of 1985. We also talked about removing OHIP premiums, and the cold, hard realities of cost and meeting the demands on budget are there. It is still part of our party's policy. As the Treasurer (Mr. Nixon) says, we will do it when we can afford it.

In travelling to a great many nursing homes and retirement communities, we have observed that, by and large, there is some physical provision for a visiting dentist. I do not want to get into denturists and all the rest of it, but generally dentists or a dental service room is evident. However, darned few of them seem to be used. The best example we saw was a retired lady dentist in Sarnia who was very active in one facility, virtually five days a week.

Mr. Dean: She was one who got a citizen's award.

Hon. Mr. Van Horne: She got an award for outstanding service because her service is really outstanding. I use this example whenever people start to talk to us about what can they do in their facility to make it better. I sure encourage them to do that.

Mr. Dean: If you have not already done it, I wonder whether there would be any point in encouraging the dentists through their associations.

Hon. Mr. Van Horne: We have had one meeting with the dentists' executive and we have agreed to meet again. That is about all I can tell you on that.

Mr. Chairman: A lot of the elderly in institutional care have extra needs for dentures, because of changing mouth size, gum recession, etc. What tends to be the case is that a person in need of major dental care either does not have it take place or must have the cost picked up in large part out of his comfort allowance and then work out a loan system with the home he is in, to be able to handle that. That always seems to me to be a real misuse of the comfort allowance. Are you doing anything about that?

Hon. Mr. Van Horne: It is my understanding that if they need it they can qualify, particularly if it is a home funded through the Ministry of Community and Social Services; that is, a charitable home or municipal home for the aged. Mrs. Singer has much more experience than I have in this area, so if you do not mind, Mr. Chairman, I will ask her to add to that.

Mrs. Singer: If memory serves me correctly, most municipal homes have in place some program for dental care. With regard to dentures, if the resident cannot afford to pay for them on his own, there is always the option of the assistance program in the municipality. That is one option.

While the chairman said that the comfort allowance may not being used appropriately, there are times when the homes look for ways and means to help the residents spend that comfort allowance because it affects their income, so there are occasions when it might be put to good use in that regard.

Mr. Chairman: As chairman, I am not supposed to do this, but in the cases you mention of special assistance by municipalities, many municipalities no longer provide and refuse to provide that assistance because it is at their total discretion whether they do it.

16:00

Even in Metropolitan Toronto now there is a great tendency not to give assistance to people—I forget whether it was regulation 8 or what—in institutional care settings anyhow. The problem is that it is often people whose comfort allowances have gone who need the help. I have had several instances of people whose denture costs range between \$500 and \$1,000 or \$1,500. There

is no way that the \$110 comfort allowance or whatever they have is going to be able to be used or should be used for that.

We need something a little more comprehensive rather than the hit-and-miss approach you may have through those programs. It would be good to see whether you could look into that policy area. Sorry, Mr. Dean.

Mr. Dean: That is okay. I am pleased to have you add that. The bottom line is that it is still a policy. You are working at it with all convenient speed, as the person in Twelfth Night said, and in the fullness of time and the emptiness of tooth sockets, it will be fulfilled. I will turn to another question unless somebody has another point on that.

Mr. Chairman: Mr. Miller has a question.

Mr. G. I. Miller: No, my question is on the Ontario Advisory Council on Senior Citizens. I am wondering about the role of the advisory council. Have you had a chance to inform the committee what the council has accomplished? I may have missed it, and I do not want to duplicate, but what is the council's role in the future?

Hon. Mr. Van Horne: Mr. Dean asked some questions about reports of the advisory council. I guess we have indirectly answered that. The advisory council is in its 11th year and was appointed by the government of the day to provide advice to it. Particularly in the beginning the intent was that it give advice to the then Premier through the Provincial Secretariat for Social Development.

Its present status is not a whole lot different. Premier Peterson was asked very early on whether he wanted to continue with it, and his response was yes. When he was asked whether he wanted the conditions changed, the only thing he specified was that they report to me and I in turn report to him. The council is in a sunset process; that is, we are at present reviewing what it has done and what it may do, so I can make a recommendation to the Premier in the spring. I believe the sunset date is March 1987, although I may be wrong.

The terms of all the council members have been laid out in such a way that they all expire in the spring. We will have the review and the appointment of a new council, if in fact we proceed with the council. My feeling is that there are many good things it can do. My inclination right now is to recommend to the Premier that we carry on with it, although in fairness I must say I want to take a thorough look at its history and at

the things we may do in the future to justify carrying it on.

In the past year, I gave them a specific list of items, because I needed help. For the record, I asked for advice on six specific issues during the year 1985-86: (1) health promotion and illness prevention; (2) Alzheimer's disease; (3) support to family care givers; (4) abuse of the elderly; (5) training opportunities for health care by nonprofessional staff; and (6) a bill of rights.

In response, the council has provided me with a report on health promotion, which was turned in in March 1986. A report on Alzheimer's was completed in February 1986, and that included reference to support to family care givers. They did a report on elder abuse, and they have also done a statement on rights and responsibilities for residents in long-term care facilities, which was completed in May 1986. They have also dealt with some other issues, such as vision care, spousal allowance, universality of social benefits, measured service of telephone rate rebalancing—that was that terrible proposal that upset everybody—and some work on housing.

They have taken some tough topics. I have them out on the road rather than coming down here. By the way, these people come from all over the province. I do not have them come here and sit. I try not to be too dictatorial in what they do. I simply say: "These are areas in which I need help. If you choose to address the topic, go and get the answer in any way you can."

They have taken to travelling a bit. They held some meetings in Kitchener, and I believe they were in Timmins earlier this year. The response they are getting is pretty good, but they are not research technicians. When they report, we have to be careful to say: "This is not the be-all and end-all. Let us run on it quickly." On the other hand, they turn in pretty well-thought-out material and help us considerably.

The only other point is that as we appointed people this past year we tried very hard to have a broad range of people on that committee, not to have necessarily all seniors, retired businessmen, retired farmers or retired whatever, but to get a cross-section of age, experience, work background and residence. We have to have a voice from northern Ontario. We have to have the same thing from small and remote communities and some from the cities too.

Mr. Chairman: Are you finished, Mr. Miller?

Mr. G. I. Miller: I have a couple of supplementary questions. There is a need in many smaller rural communities—and I want to

speak on their behalf because the chairman and many other members are from larger centres—there is still a need in many small communities, maybe not for large accommodations but for medium-sized.

You are well aware of the percentage of elderly who will be needing accommodation. That percentage goes up. Has any thought been given to working with service clubs perhaps to keep the cost down on community-based projects? Has that been given any thought by the advisory council or by your ministry? Did the council take a look at that when it was moving around Ontario on your behalf?

Hon. Mr. Van Horne: I have to look to John Nywenig, who has had the longest experience working with that advisory council.

Mr. Nywenig: The council has not addressed housing issues for the past year or two. At the moment, it is heavily involved in looking at transportation for seniors across the province. The member may be referring to nonprofit housing that is being sponsored by the Ministry of Housing and the voluntary organizations.

Mr. G. I. Miller: Not necessarily. A good example of nonprofit housing is the new facility of 30 units we built in the new community of Townsend in my riding. It has filled up quickly, and now they are looking at the second and third stages. Once the elderly people get to the point where they cannot look after themselves and they cannot provide their own meals, that is where the second stage comes in. The third stage would be bed care. I know they are working on that.

16:10

A facility in Hagersville is up for sale, and maybe you would get into financial trouble. There is another one in St. Williams. It looks as if it is up for sale, but they are talking about moving it to Simcoe. It services an area of 25 or 30 miles in either direction. If you take that out, then everybody will have to gravitate. Instead of visitors getting in on a regular basis, they will get in only once in a while.

I wonder whether there were any recommendations. That was one of the functions the council was carrying out. It does not appear that it has had any, at least in the past year.

Hon. Mr. Van Horne: No. You are right. It has not.

Mr. G. I. Miller: The service from a health point of view, such as providing teeth and other things the elderly may require and cannot afford, could be co-ordinated. I think we have to think of the costs—and that has always bothered me—to

provide a service at the least cost to the taxpayers and to get the community involved in giving a hand to maintain the elderly. Are you planning on keeping the advisory committee alive to assist in giving us better facilities around the province?

Hon. Mr. Van Horne: It assists in studying topics and making recommendations. My present inclination is to see that the committee continues. It might be reasonable to ask whether we are going to carry on doing business in exactly the same way as we have in the past, or whether we should get it to do a little more work for us and, in a sense, step up its activities. I hate work just for the sake of work and keeping people busy, but there are lots of meaningful things it can do.

The other point you should be aware of is that we are just embarking on a second white paper dealing with transportation, housing and income support systems. Housing has some real complications and problems when we talk about the adequacy of it in a place such as Metro, on one hand, and its very existence in a place such as St. Williams, on the other hand. I taught one year in a Simcoe district high school. I had not heard of St. Williams for a long time.

One of the prettiest girls I ever met lived in St. Williams. Her first name was Pat, and that is all I will tell you.

Mr. Dean: You let her slip through your fingers?

Hon. Mr. Van Horne: I was single at the time. If my wife reads Hansard, I am sure she will be forgiving.

Mr. Chairman: The committee feels abject pity for you if she does.

Hon. Mr. Van Horne: That is right. I can see it pouring from you.

Mr. Chairman: I will make sure she gets a copy.

Mr. Offer: do you have a question on this point?

Mr. Offer: No. It was on something totally unrelated.

Mr. Chairman: Go ahead.

Mr. Offer: On pages 19, 20 and 21 of your opening statement, you spoke about one-stop shopping. I have already spoken to Mr. Dean on this question. On page 21, you talk about a first pilot project next fall. Can you give us any indication of where it might be?

Hon. Mr. Van Horne: In every community we visit and talk about this, we get into a debate with them, and the debate ends up like this. I will

give you one example and could give you a dozen. You have to imagine I am Dominic Cardillo, the mayor of Kitchener, speaking: "Mr. Van Horne, having listened to you and your staff, I can only say this. Our community has all the qualities you would want to find, and we have to be at the top of your list for the first pilot project."

Mr. Chairman: It is true you have narrowed it down either to Mississauga or to Scarborough.

Hon. Mr. Van Horne: We were in Scarborough a week ago Friday. Mr. Fulton had us out, and the same observation was made there. What we have asked for and what has been approved is a pilot project, but I am absolutely convinced that I goofed and should have asked for a handful of pilot projects.

We want one-stop shopping to be available and running just as we want the integrated homemaker program in all the communities in Ontario. The integrated homemaker program is the frame. We end up with the car called one-stop shopping, but the frame of that is the integrated homemaker program. We are moving much more quickly with the integrated homemaker program than we thought we would. We wanted to do six a year and have instead done 16 in the first year.

One-stop shopping has caught the imagination, not just of the seniors but also of the service providers. They are saying, "Hey, we can do it." What we have to do is to make sure we bring it on in a logical, staged way so that we can work out the kinks. It is not just getting the program out there. It is getting the people who are working with it to understand what it is all about and getting the local authorities to accept responsibility. That is part of the concern too.

Mr. Offer: Could you indicate what the one-stop shopping approach is.

Hon. Mr. Van Horne: Let me finish what I was going to say about the pilot project. Then I will start it off and Mrs. Singer can follow along.

The need for more than one pilot project is there because we have every good reason to appreciate the difference between a community such as Scarborough as part of Metro, or Metro in total and Thunder Bay or the Sault Ste. Marie-Algoma district. What might work there in terms of a pilot project or what we might learn from a pilot project in one of those communities might be different from what we would learn somewhere else.

Part of the process of one-stop shopping is ultimately to have a local authority answerable for all the various services that are going to operate with that one stop. Think of one-stop

shopping as a process, rather than a place, a process wherein a whole lot of things are available, but one local authority is responsible. We are helping to pay for that through that authority. That local body may be like a school board, a children's aid society or a district health council. Whatever it is has to be responsible.

We need more than one pilot project, and I have to go back to my colleagues and ask whether we can fund four or however many, rather than one. I am lining up for next year's budget.

The other question is, what is one-stop shopping? It is a process of providing service to a senior in need of service through a single access, whatever that service might be: home support, socially oriented service or extended into the services one might get through home care related to health needs.

16:20

It would involve the whole spectrum of service in terms of any physical problems as opposed to home need problems. One-stop shopping then is the coming service description for seniors in Ontario. That is it in broad terms. Glen can give you the details.

Mr. Heagle: Perhaps the best way to approach one-stop shopping is to say that we are trying to do two things fundamentally. First, we are trying to improve accessibility by providing a single point of contact for seniors at the community level or the neighbourhood level, where they can access the full range of services they need.

The reason we are stressing that is to be found in the way that services are currently organized. If I can illustrate for a moment. At the moment home care, which is our major community-support service, is provided by the home care unit which, in most cases, is under public health.

The homemakers' and nurses' services program is under the social services department of the local municipality. Home support services in terms of responsibility are under a variety of mostly independent agencies, and many of them are single persons. You can have an individual Meals-on-Wheels program; you can have an elderly persons' centre; and you can even have municipal or charitable homes for the aged providing those services. The issue really becomes how an elderly lady or gentleman, who has three or four needs, accesses those services. The problem is that in too many cases, I should add, each of those programs has its own eligibility criteria.

I have been in cases several times where a person goes out, or a family member goes out, and tries to arrange those services. You can

imagine the frustration a 75-year old lady with some problems has trying to go from place to place to get services. What we are saying, in a delivery sense, is let us integrate all of those health and social and community services for the elderly at the local level. Let us place them under a local authority. Let us set up what we call a case management system.

Basically, a case management system is an agency which takes responsibility for ensuring that a senior citizen is fully assessed and then gets out and arranges those services. They go to the senior rather than the senior chasing them. That is their job. It is a combination of case management and, in another sense, an advocacy ensuring those services are provided on an ongoing basis, changing them if necessary and taking responsibility for them.

Mr. Chairman: I did not think you wanted those things mixed. I remember the arguments against Advocacy Ontario.

Mr. Heagle: The moment I said that, I thought that would be the remark that came back. I do not believe you can totally take away an element of advocacy from case management.

Mr. Chairman: I will pass that on to the Minister of Health (Mr. Elston).

Mr. Heagle: The question then becomes what is the mix. You must remember too that there are services which are beyond the purview of direct control of the case management system. The case manager may well then do a little bit of advocacy trying to get a service that is outside that mix.

Mr. Offer: With respect to one-stop shopping, do you have any idea where something like this would be set up—not in the area—but how it would be set up? Would it be housed within a community facility? Is there any thought with respect to the cost involved in doing that?

Also, I know there are community information services. In my riding, I have one that just recently started up in Meadowvale, one which has an ongoing institution with some success in the Malton area and, recently, one on a multicultural level. Might this negatively impact on those services now in existence or be almost a duplication?

Hon. Mr. Van Horne: It would not duplicate, we hope, because we would be taking those existing services and making them a part of the network. It is not the intent to bring in or superimpose new things but rather take existing ones and use them in a co-ordinated way.

One of the problems has been that because there is no local authority, there is no tying

together of these things. When one particular aspect of service winds down and another one is needed to replace it, often people are cut off or forgotten.

You could take the horrible example of an individual discharged from a hospital. This is in the extreme. He is sent home when he is not able to get out of bed. He is brought home by ambulance, put into bed and left with no contact person. He cannot get up to use the washroom facilities, let alone make any food for himself. He may have been well enough in hospital, i.e., he recovered from surgery or whatever the problem was to a point where he could sit up and eat what was brought to him; but along the way, someone has to give that kind of person some interim assistance.

It may be that he is going to need a nurse each day or a homemaker each day for the first two weeks. It may wind down to a point where he would need only intermittent service. These agencies, these various services, would be working together so that a person would not be discharged and abandoned. There are horror stories like this that are happening this very day. As a process, we hope one-stop shopping would be able to accommodate people in their various and varying stages of need.

Mr. Offer: Depending on the community, is there thought about making these multilingual in nature?

Hon. Mr. Van Horne: We make reference to meeting the needs of the francophone and native communities. It is one thing for us to sit here and talk about doing it in English and French, but what do you do in a place where 85 per cent of the people are Cree? One has to provide the service for those people too. We are very mindful of that.

The tough one—that was your final question—is cost. We know that some communities—a little place such as Kapuskasing, for example—have a tremendous network of volunteer services, by and large inexpensive, but a very efficient network of services. To have one-stop shopping available there would be very different from having it in another place in the province where there is just a smattering of service. The Treasurer asks the same thing, “How much is it going to cost?” Once you say, “I do not know,” you step to the back of the line. We really need this pilot project to see what it is going to cost here and what it is going to cost there.

Mr. Dean: The next thing I want to cover briefly is somewhat related to what Mr. Offer has just asked. It concerns one of the statements in A New Agenda on pages 14 and 15, where you are

talking about geriatric care committees in hospitals and all the things that go along with that, according to the picture you paint.

In dealing with your statement at the bottom of page 14 that all hospitals will be encouraged to introduce geriatric care committees and quality control programs and to ensure that discharge planning services are fully co-ordinated with the community services system—that is where this is connected with what Mr. Offer has just spoken about—I could stand a little explanation on many of those terms. How are you going to encourage them? Are you going to say “No money unless you do” or “Here is money for you to do it”? Is there something in addition to what they are getting now in funding? What do you see those geriatric care committees doing in relation to quality control?

16:30

Hon. Mr. Van Horne: That statement is an extension of the intent in having the first five regional geriatric assessment units. In having them, we purposely chose the five communities where there are medical schools and we are providing additional funding for those units. As we expand, we would logically be expected to fund additional units. For example, we cannot say to Thunder Bay in another year, “A regional geriatric unit should be established here and we would like you to be affiliated with the unit that exists in London-Middlesex.”

Mr. Dean: May I intrude for a minute? This suggestion has to do with the relationship with the regional geriatric units that you talk about. Is that correct? Did I misinterpret what I thought you said?

Hon. Mr. Van Horne: No. Because we talk here about day hospitals and outreach clinics, my point would be that if we expect these services to be provided, we cannot say “Do it” and then back off in the funding of them. We have to encourage them with some form of additional funding.

Mr. Chairman: Mr. Heagle would like to add something.

Mr. Heagle: Fundamentally, I think the first question from Mr. Dean deals with what they are and the quality assurance programs. When you consider 40 per cent of all hospital beds are utilized by persons over age 65 and you also address the fact that when you get to the older elderly you often get complex compound conditions, I do not believe it is at all unreasonable to say to acute care hospitals, “Let us put a quality assurance, in a formal sense, into your geriatric care.” That is really what that allusion is to.

Before our quality assurance committee and structures in the hospital system for other forms of care, we simply are saying: “Here is your biggest group of patients and, in some ways, some of the most vulnerable ones. Let us really get the quality assurance programs going there.”

The next comment is that there really are two stages in the new agenda. There are initiatives we already have launched and there are initiatives that we will launch. That is really one that is in the second stage. The precise method they would be dealt with would be through the Ministry of Health.

Mr. Dean: Flowing out of that is this discharge planning service, which I take it leads right into how the integrated homemakers and associated things will work. Where will the hospitals and their administrations end up in this one-stop-shopping scenario?

Mr. Heagle: The basic intent is that the discharge planning will be very carefully co-ordinated with what we call the one-stop-shopping system, so as that elderly person is moved back to the community, which in the first place is where we want them to be after proper treatment, the case manager—coming back to that phrase—for that elderly person literally picks up the service requirement from the discharge planner. The services are laid on and arranged before that person is discharged.

I do not like to say this, but I cannot say to the chairman or the member that always happens now or the services are necessarily brought together in the right way. Those are two co-ordinated parts of a total approach to try to meet the needs of the frail elderly.

Mr. Dean: I guess that covers it fairly well. On the same topic, you make a reference to the progressive expansion of chronic care beds. I presume the August announcement by the Minister of Health (Mr. Elston) of those additional beds is dovetailed with this.

Hon. Mr. Van Horne: That is a five-year program.

Mr. Dean: Yes, so you have shot your wad for five years on that one.

Mr. Chairman: There are always elections in between.

Mr. Dean: Look what happened to certain things at the time of the election. I do not mean only victims like me, but other—

Mr. Chairman: That is the only way I got chronic care beds in my riding in the past. It was when they thought they had a chance of beating me, as I recall it.

Hon. Mr. Van Horne: We are trying to get away from that.

Mr. Dean: That was a waste of beds, I would say, if they thought they were going to beat you.

Mr. Chairman: Luckily, they discovered that too late.

Mr. Dean: Do not make that mistake, Minister.

Hon. Mr. Van Horne: I would think the work the Minister of Health is doing in this area—in the long-range planning and the reference to five years—will take us away from the process of using elections to lever things that perhaps should be taken more on the strength of their need in the community rather than on the need of winning an election.

Mr. Dean: On that announcement of the beds—and I am very happy to note that Hamilton-Wentworth got its share for a change, both St. Peter's and Chedoke—do we start building next year, at the end of five years or when?

Hon. Mr. Van Horne: I do not know when. It hinges in part on the input that comes from the district health council. There is a fairly complicated process from the initial thought to the actual building of the unit. There are checks, balances and approvals that go on for quite some time.

Mr. Chairman: Are there projections for the various entities that you can provide to the member, if not now, later on?

Hon. Mr. Van Horne: If we made a note and got back to the member, that would be more appropriate.

Mr. Dean: I am interested in knowing in a general way. Are we talking about something that is really going to happen or is this pie in the sky?

Hon. Mr. Van Horne: No, it will happen. I have sat in on the committee meetings where the approvals have come along.

Mr. Dean: Yes. I would hate to think it would be delayed until you and I need it, Minister.

Hon. Mr. Van Horne: There are some days when I feel I am in immediate need.

Mr. Dean: Along with this whole chronic thing and the discharge business, you note an emphasis, too, on rehabilitation. Where does that fit into this whole scheme now? Is this something that will be done primarily in the chronic care hospital or will it continue after they are discharged?

Hon. Mr. Van Horne: Chronic care hospitals traditionally have been one of the prime movers

in good rehab programs. I can recall my own father's stroke experience to verify that.

There has been ongoing discussion about a greater use of day care hospitals, particularly to assist with rehab and therapeutic programs. Glen, have I left anything out?

Mr. Heagle: The only additional comment I might make is that the emphasis on rehab is part of that same theme of improved geriatric care. The argument is basically to put greater emphasis on rehab beds and putting those in chronic care facilities. We will have a better opportunity to return people to the community who otherwise now might go into long-term care. That is the other end of using the geriatric system to keep people in the community. If you do not address the problems of rehabilitation after hospital care, you cannot expect to maintain your elderly.

Mr. Dean: I guess that answers my question on that area, unless one of the other members wants to raise one.

Hon. Mr. Van Horne: We are ready to take a vote but I guess we have to wait for Mr. Johnston.

Mr. Dean: Yes, on that particular one. The next thing is related to this. There is a very acute situation in Hamilton-Wentworth—and I believe it can probably be duplicated in other places across the province, but I am more familiar with this one—caused by the very long delay in the allocation of further nursing home beds. Without being partisan, I want to remind the minister that prior to the previous election our party announced an intention of considerable allocation. Everything has been stalled since then. I have not seen or heard of any, except in very minor instances, having been allocated. It has got to the point where the situation even hit the newspapers last Friday.

Just coincidentally, the director of the placement co-ordination service there—which, as I may have mentioned earlier, is probably the most advanced one in Ontario and could serve as a model for you without any further extensive or expensive investigation—has confirmed that at the latest count there are 298 seniors on the definite waiting list for long-term care in nursing homes. There is no great movement of people out of those care facilities, so the average waiting time is 13 months.

16:40

I know all of us agree that patients staying in their own homes as long as possible is the ideal situation, but these are people for which the assessment verifies that is not practical. It

happened at the same time that I had a distraught woman call my constituency office saying: "What can I do about my father? He has been in a retirement home and they now say they cannot look after him there because his condition has deteriorated. We called the nursing homes and the placement co-ordination service and they say, 'We are full up.'"

What are you doing about this? I am sure this is not isolated. This is very acute. The Ministry of Health knows about it but nothing has been done. I would suggest that no matter how much we may think we are going to solve everything by community care, there is at least an interregnum here when we have to do something else.

Hon. Mr. Van Horne: The Minister of Health is coming in with his estimates in a few days. Is it Tuesday?

Mr. Chairman: It is aimed for Tuesday, although I have had a request by one of the critics that it be deferred to Thursday. I have to check that.

Hon. Mr. Van Horne: I would not be at all surprised if he had much more to say about that. You have covered part of the history. During the campaign there was a reference made to 4,500 new beds coming on stream; that was the intent of your party if it was re-elected.

When we were asked to form the government, one thing the minister had to do was assess the need as he saw it and as he listened to his advisers. That included many of the previous civil service, but also people advising him from a different view.

He has also had to take a look at the chronic bed situation and work hand in hand with the Ministry of Community and Social Services to take a look at what is going on in the charitable and municipal homes for the aged area and things such as compliance review and updating of programs. The whole picture had to be examined. Much of that work has been done and I have been involved with many aspects of it.

I cannot give you the specifics of what is coming on stream and how soon it is coming. Without saying much more, I would encourage you to ask the minister next week when his estimates are on.

Mr. Chairman: We have even more hours for those than we do for these.

Mr. Dean: I noticed that. However, in proportion to the responsibilities involved, we should have had about 100 hours for Health.

Mr. Chairman: One could say—oh, never mind.

Mr. Dean: I know what you were going to say, and I tend to agree.

I guess what I come down to, and I hope you realize I am not manufacturing these statistics—

Hon. Mr. Van Horne: No. Listen, I am very sympathetic and very aware of what you are saying.

Mr. Dean: The irony of the thing, in Hamilton-Wentworth particularly, is that there are at least two nursing homes that have additional accommodation available which has not been approved. Both of them were built on the expectation that there was going to be an ongoing allocation of beds. At a time when we are short 298 beds, we have 60 or so beds empty because there is no other use for them.

Mr. G. I. Miller: They cannot get a licence for them.

Mr. Dean: That is right. They cannot get a licence for them.

Mr. G. I. Miller: I have heard that before.

Mr. Dean: It is probably so in other communities as well. However, I know about these for a fact. I have been there. I have seen them. I have heard the operator say: "What a waste of capital. What a shame when there are people needing the service."

I would think, without trying to tell you what to do, that would be a very worthwhile cudgel for you to take up to beat the Minister of Health around the head with a little, so you can get some action here.

Hon. Mr. Van Horne: No. We work by friendly persuasion.

Mr. Chairman: Roman wrestling would be more appropriate.

Mr. Dean: I have not seen any positive results in the past 18 months. That is why that desperate course of action is needed.

Mr. Chairman: Hulk Van Horne against Mad Murray; I can see it all now.

Hon. Mr. Van Horne: Alan Pope could be the manager. What a tag team that would be.

Mr. Chairman: Maple Leaf Gardens would be full.

Mr. Dean: All jollity aside, Minister, will you undertake to keep hammering the Minister of Health on this very dire emergency? What do I say to my constituents? That the government is indifferent? I do not like to say that, because I hope some of them are human.

Hon. Mr. Van Horne: I hope all of them are.

Mr. Dean: Yes, I hope so.

Hon. Mr. Van Horne: I will make the minister mindful of your comments if I see him in the next hour. If not, I will do it on Monday when I see him.

Mr. Dean: Sure. I will let that particular iron go at that heat for now, if I may.

What about abuse of the elderly? In a word, what are you doing? Maybe you would like to define the problem first. How much of it is there?

Mr. Chairman: Who knows?

Mr. Dean: I did not ask you, Mr. Chairman. No prompting, please.

Hon. Mr. Van Horne: The report is on the agenda for the cabinet committee on social policy. It was moved sideways on the agenda because of a more pressing need, and my understanding is that it will come up at one of the next two CCSP meetings. That is where that report is. You are referring specifically to the advisory council report to us on elders.

Mr. Dean: Yes. It is on hold until the CCSP looks after it on Christmas Eve or something like that. Christmas Eve is the second meeting.

Hon. Mr. Van Horne: No. December 11 is the next meeting. The deputies meet next week, and then that committee meets the following week. My understanding is that it will not meet again until the second week in January.

Mr. Dean: Not even New Year's Eve?

Hon. Mr. Van Horne: No.

Mr. Dean: Candlemas Eve?

Hon. Mr. Van Horne: No. This theme was one of the topics of a select committee or a House committee.

Mr. Chairman: It was a referral from this committee, social development, by the member for Scarborough West (Mr. R. F. Johnston), as I recall.

Hon. Mr. Van Horne: Your work is not complete on that.

Mr. Chairman: No. We were disbanded before the election, and we have no mandate at this point to look at it until we have another reference in the annual report.

Hon. Mr. Van Horne: One of the staff was asking last week, when we were talking about this, whether it is possible that anything other than approval for the estimates itself—no recommendations or any study—can come out of estimates. The trick is to get a tool or device to get this report back.

Mr. Chairman: The tool is 20 members in the House standing and referring the annual report of

the ministry seen to be responsible. In this case, it will be either your own or the Ministry of Community and Social Services. It need not be yours, because yours is only by order in council at the moment and therefore there is no legislation requiring it.

Now all ministries have to have their annual reports referred out. I did it illegally the first time, I remember. That way, we could reopen the question again.

Hon. Mr. Van Horne: The advisory council's annual report was tabled about a month ago. Is it possible to go back to the House through that and say when this—

Mr. Chairman: Yes. Any 20 members can rise in the House and order the advisory council's report to—

16:50

Hon. Mr. Van Horne: It might not be a bad idea. I cannot do it, but you could orchestrate something, Mr. Dean.

Mr. Chairman: It would have to be the ministry. Let me correct myself on that.

Hon. Mr. Van Horne: Could I?

Mr. Chairman: You cannot do it. You could ask your House leader to ask our committee to deal with it, but that might run into conflict with other government priorities. The easier way would probably be to have a member of the Legislature get 19 of his colleagues to stand and refer the annual report of the Ministry of Community and Social Services for the year 1985. It can be 1985 or 1986; it does not really matter. That comes to this committee, and we can place it on our agenda. At the moment, we have other private members' business that we have already made a priority.

Mr. Dean: My concern is not that it get done by one committee or another but by the one that can get the quickest action on it, at the same time as doing a careful study of it so we do not go off half-cocked.

Mr. Chairman: This committee would be best since it has already dealt with it. We have done a survey.

Hon. Mr. Van Horne: Plus you have this other report that could be useful now too.

Mr. Dean: Yes.

Mr. Chairman: There is more on hand for us than there was when we started to try to do it.

Mr. Dean: The answer to my specific question is that nothing is being done about it at the moment.

Hon. Mr. Van Horne: Except it has been turned over to the clerk of the committee, who helps us put together the agenda. It will be discussed at one of those next two meetings.

Mr. Dean: Lined up with the other things waiting in there.

In spite of the fact that I can go on in this pleasurable way for a long time, I will content myself with raising a question on one more item. You may want to talk longer about it. That is palliative care. It is not dealt with extensively in your report.

Our caucus put out a discussion paper, this handy, little, pocket-sized book, which I am sure you have looked at. There has also been a small position paper put out by the Ontario Nurses' Association, perhaps among some others. The bottom line of it all is that up to the present time, palliative care has been a catch-as-catch-can situation with sensitive doctors and other health care people. We have heard lately that undertakers in some cases provide bereavement counselling, which is part of the whole thing, but nothing is orchestrated except on an ad hoc, local basis with concerned groups trying to co-ordinate what they can.

Part of the problem is definition of what should be done if the province were to encourage it more, and because some of these things require funding, where it would come from. It is my understanding from all the people I have discussed it with that at the moment, funding has to be nickel-and-dimed out of existing budgets of one agency or another. There is no real focus.

Recognizing that palliative care is not just a seniors issue, but one that could apply to people of any age because of mishaps, there is a special emphasis on it with respect to the elderly. I wonder if you can outline where you see it standing at the moment and what you are going to do about it.

Hon. Mr. Van Horne: At present, the Ministry of Health funds some palliative care programs at the Salvation Army Grace Hospital here in Toronto and the Elisabeth Bruyere Health Centre in Ottawa. There are funds for a palliative care physicians' service at Baycrest Hospital and Riverdale Hospital in Toronto. As far as we know from the information provided by the Ministry of Health, there are in the neighbourhood of 50 other palliative care units with programs funded by the hospitals' global budget or through special donations or bequests or whatever.

Aside from those hospital programs, there are some community-based home care programs. I

am informed there are 38 of them in the province. I can get the list if you want them. I do not have the list, but I can get it.

Mr. Dean: Yes, I would be pleased to know where some of them are.

Hon. Mr. Van Horne: Okay. We will make a note of that and make sure we find that out.

Mr. Chairman: If we can do it through the chair, it will be fine.

Hon. Mr. Van Horne: I am sorry. We can do that.

I am not sure we can identify all the private services; there are some, but I have no idea of the number of them.

You pointed out that palliative units are not restricted to the elderly. We are aware of the very special nature of the whole process. To that end, the Ministry of Health has taken upon itself to develop new policy and basic guidelines for medical and institutional palliative care, with a view to the needs of the community in the nonmedical resource area. That work is currently being done through the Ministry of Health. Staff is aware of the discussion paper your party came out with in April, and the six options identified in that paper.

Beyond that, I have no information to share with you immediately.

Mr. Dean: One of the things that came out during our trip around the province talking about this, as well as the general paper *Care for the Elderly*, was—I was going to say a serious complaint, but it was not done in a malicious or bad-tempered way—that the Ministry of Health seemed to come to a certain point a couple of years ago on the report and recommendation of palliative care and then everything stopped dead. None of the palliative care people seems to have been able to get any response from the ministry on what happened with that study.

This sounds as though they may be trying to resurrect it or to reinvent the wheel. Would you be interested in looking into that and seeing what you can find out? At the moment, I cannot give you any more particulars on it. I will try to get some.

Hon. Mr. Van Horne: My understanding is that they are working on new guidelines and policy. They could well be using some of the information they gathered two or three years ago. Again, it sounds like a broken record, but Glen worked with the Ministry of Health. I am not sure he can add anything, but if he can, you should ask him.

Mr. Heagle: I cannot add anything beyond what the minister said.

Mr. Dean: Minister, do you feel this is a particular area of concern and service that your ministry should be involved in?

Hon. Mr. Van Horne: On a whole number of bases, I would concur that in terms of the general philosophy of our government, I should be the first to help people be maintained within their community and with as much dignity and assistance as possible. If palliative care is going to provide assistance to the individual who is in need, or his or her family, and it can be done in the home, so be it.

On the other hand, we know this cannot be done in the home, and we do not want to see the individual who needs the care left alone, isolated and in the way. Unfortunately, in years past, many people were left to spend their last few moments alone without the assistance of family or a special care team. We do not want to see this happen. We want to encourage care in every way possible.

As a Minister without Portfolio, with all that means, I cannot do it alone, but I can work with my colleagues to see that palliative care gets the attention it needs.

17:00

Mr. Dean: I cannot help but get the feeling from everyone who discussed this with us that at the moment it is being operated on a shoestring all over and probably the needs are not being met too satisfactorily in total. In particular, I got the impression that there are some very skilled and sensitive people involved with it; so I am not condemning the quality of what is being offered but the range and the number of places in which it can be done. It looks as though it is not very extensive at the moment.

As you probably know, I do not believe the government should legislate every last thing. We should be free to use our own initiatives on some of these things. It would look as though there are people out there who are anxious to get more fully into this service. Some encouragement, or a little spark of co-ordination here and there, might just be the thing that enables them to offer the service.

Mr. Chairman: You seem to be concurring with the government.

Mr. Dean: Yes. Whatever happened? It would be a good time to quit.

Mr. Chairman: It is near the witching hour.

Mr. Dean: Although there are a lot of other things, perhaps I can take these up privately with

the minister at some time and we can cover them there instead of bashing it out in public.

Mr. Chairman: Do any other members have questions of the minister? I have one coming out of the comments that were made in response to a question from one of the members. You were saying there is another white paper coming, which is going to deal with income maintenance, among other matters. I found that strange, given the—

Hon. Mr. Van Horne: Income support systems is what we are calling it.

Mr. Chairman: Yes, income support systems. Given there is the Thomson committee, I found this a bit bizarre and I wanted an idea of what this meant.

Hon. Mr. Van Horne: Going back to the Premier's (Mr. Peterson) mandate to review all services to seniors, we determined it could not all be done in one fell swoop and so we broke it into areas. The first two were the obvious big users of budget resources and the two areas that really are as critical as any. They are the ministries of Health and Community and Social Services.

We determined to go beyond, into housing and transportation and income support systems. I guess when we are talking about quality of life, housing certainly could have been part of our first paper. We simply had too many things going and a minister who was—I would not say preoccupied—awfully darn busy with the package of responsibility that he had. There were the practicalities of how we could work together.

Mr. Chairman: I am not concerned about the notion that you have this in two phases. I am really asking how your review of assistance to people who are elderly in the program, in terms of financial income, mesh with the Thomson committee's review of the social assistance programs in general in the province.

Hon. Mr. Van Horne: I am not sure that we are going to be duplicating each other. This is Judge Thomson you are referring to?

Mr. Chairman: Yes.

Hon. Mr. Van Horne: I do not think we will be tripping over each other. As you know, there are property tax rebates that are handed out to people over 65, sales tax rebates which go out twice a year and the guaranteed annual income system program. My intent is to take a look at items such as those. Where we are going to end up, quite frankly, I have no idea. I would hope we would not duplicate and waste time in taking a look at those things.

Mr. Chairman: You will be looking at all those things as well. I am not sure you should not be doing this. I want to know what the interaction is going to be, because my sense is that many of these things can be upgraded. For instance, the senior's tax grant has not been changed since it started and now only purchases \$320 of what it did. When it started off a few years ago, it was \$500. That is something—we hope Thomson is looking at it—that could be changed without a major overhaul of the system. I wanted to know how the two things are interacting, if they are.

Hon. Mr. Van Horne: There has been no request or demand on us to join forces in any of the work or, in other words, to become part of his team.

Mr. Chairman: Are you auditing what they are doing or anything like that?

Hon. Mr. Van Horne: We have not at this point done any of that, as far as I know. Glen may know because he is working with the staff.

Mr. Heagle: My understanding is that the initiative you referred to is primarily, but not exclusively, oriented towards what we both know as the family benefits allowance, general welfare assistance and the ramifications thereof. If you look at those programs, there was a very minimal elderly component in the total client group, because most have been passed because of old age security, guaranteed income supplement and guaranteed annual income system.

The minister's reference to income security, as he aptly pointed out, is a broader look at those income security plans—not just the direct program but rather the tax credit and so forth.

Mr. Chairman: I think you will find that the mandate of the Thomson committee is extremely broad and contains all of those programs you have just mentioned—

Mr. Heagle: I understand that.

Mr. Chairman:—including programs for the working poor. It is a very broad ranging one. If you are doing that kind of review of where Gains-A is, how that system works and the other types of supplemental assistance, it might be wise to see if you can get hold of some of the testimony, at least that which is being presented to the committee, as you are going along.

Mr. Heagle: Yes.

Mr. Chairman: Are there any other questions by members of the committee?

Mr. Dean: What you have been talking about here triggers another specific question one of our colleagues brought to me. I would like to leave it

with the minister if he does not want to answer it now. I guess you are aware subsidized housing units are not subject to rent control. Therefore, sometimes the rent goes up, unless this is changed in the new bill. I am not sure whether it is or not.

Mr. Chairman: No.

Mr. Dean: Sometimes the rent can rise by more than what we regard as the maximum. The suggestion is that perhaps there should be some consideration of a special subsidy for seniors to cope with that kind of rise in rental charge, even in the municipal nonprofit ones. I know I have had some of this in my own riding, but this came from another place where some of the people got as much as a 15 per cent increase, which amounted to from \$30 to \$80 a month, depending on what they were in. It seems like a bit of a big chunk. Stop me if I am wrong, but I think it is correct that those housing units are not subject to rent control.

Mr. Chairman: That is absolutely true. They are geared to income and therefore are supposed to be adjusted when the income of the recipient rises. As you say, often it is not equivalent to the four per cent or five per cent they are getting.

Mr. Dean: Yes.

Mr. Chairman: Do you have any comment on that, Mr. Heagle?

Hon. Mr. Van Horne: We have a meeting coming up with the Minister of Housing (Mr. Curling) and it is on our next report. It is at the beginning stage, so it is a good time to get into questions such as that. I will see what more information we can provide for you.

The only other observation I would make is that you know from your experience that on the cabinet committee on social policy there were basically the social policy ministries involved but not the Ministry of Housing. We feel very strongly that housing is past the bricks-and-mortar stage here in Ontario and that the Ministry of Housing should be an ongoing member of CCSP. As of about three months ago, the minister was brought into that and is now an ongoing member. That is a significant step.

For example, we met this morning with the Catholic Women's League of Canada provincial executive and their annual brief was presented. One of their concerns is housing. They were not aware of the minister's presence and were pleased to get that information. We should perhaps make that more widely known because it is a significant move for government.

Mr. Chairman: If I can be of assistance on the way it works, in theory the income of the individual is supposed to be the determinant for the amount he pays. Therefore, there are occasions when some people get increases in their income, which cause them to get slightly higher increases than one would presume by percentage terms for their housing. That is supposed to be fixed at around 25 to 27 per cent of their income.

Unfortunately, sometimes it gets confused because of additional costs within the housing of cable television and other kind of things. One often finds that seniors actually have more than the increase they received that year and their pensions are actually eaten up by their housing. It is something that is very much worth raising.

Mr. Dean: I am sure that is the identical situation my colleague experienced.

Mr. Chairman: If there are no further questions from the members to the minister, let me take vote 3301. That will include all the items under main office, corporate services, Ontario Advisory Council on Senior Citizens and the minister's pay, or do you want me to separate those out into individual items?

Mr. Offer: All together.

Mr. Chairman: All right.

Mr. Dean: Perhaps we should refer the minister's pay to a royal commission.

Hon. Mr. Van Horne: If you take a look at that compared to the other ministers, you will break into tears for me.

Mr. Chairman: There has already been great pity shown for you time and time again in the hearings.

Vote 3301 agreed to.

Mr. Chairman: Shall the estimates be reported to the House?

Agreed.

Mr. Chairman: Before we adjourn, I would like to thank for their help the minister, Mr. Heagle, Mrs. Singer, Mr. Nywenning, Mr. Kennedy and any others who have participated when I have not been here.

We will adjourn until Monday when we will finish off the estimates of the Ministry of Skills Development. At that point, we will probably be able to tell you whether we start the estimates of the Ministry of Health on Tuesday or Thursday.

Hon. Van Horne: I have one item that was asked for in one of the earlier sessions on guidelines for respite service. It is a handout. We will see that the clerk gets it and committee members can have it.

The committee adjourned at 5:11 p.m.

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- Miller, G. I. (Haldimand-Norfolk L)
- Offer, S. (Mississauga North L)

Witnesses:

From the Office for Senior Citizens' Affairs:

- Van Horne, Hon. R. G., Minister without Portfolio (London North L)
- Heagle, G., Special Adviser
- Singer, D. H., Manager, Policy Development
- Nywening, J., Provincial Coordinator



No. S-37

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Education Amendment Act

Second Session, 33rd Parliament
Monday, December 1, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 1, 1986

The committee met at 3:41 p.m. in committee room 1.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT (continued)

On vote 3401, skills development program; item 2, skills training:

Mr. Chairman: I will call the committee to order. Today we are happy to have back with us from his Middle Eastern tour—we are sort of happy to have him back; we do not seem to have a total consensus here—the Minister of Skills Development (Mr. Sorbara). His presence allows us to look at the last two hours and 56 minutes, maximum, of the estimates for this ministry.

When we last adjourned, Mr. Jackson, the critic for the Conservative Party, was in mid-flight. I cannot remember the exact sentence on which I cut him off, but it was profound, and he will remind us what it was.

Mr. Jackson: Thank you. I am delighted to be back. I trust the minister had a productive, enjoyable and deserved break in the east.

Mr. Ward: How could he? Bette was there.

Mr. Jackson: I understand she opened a lot of doors for the minister.

Hon. Mr. Sorbara: I opened some doors for her.

Mr. Jackson: I hope it filled a useful purpose.

I was discussing at the time a letter from Arnold Krever, the director of education of the Hamilton Board of Education, with which the member for Hamilton West (Mr. Allen) is very familiar. It was with respect to concerns raised about the lack of consultation with Ontario secondary schools. I had specifically asked the minister why he would suggest that he had been consulting with these groups when there was documented evidence that he was either unable or unwilling to meet with them during the course of the past nine months.

That was the point I was discussing at the time. I understand that they are frustrated because they have not yet received an official response. Perhaps the minister wanted to comment on that point and it was unfair that the clock prevented him from responding at the time.

Mr. Chairman: Time is a cruel thing.

Hon. Mr. Sorbara: I am not familiar with the letter; I do not recall it. What I will tell my friend is that we have directed and established a regime whereby Futures offices, whether they be youth employment counselling centres or community colleges, have an ongoing relationship with local school officials in the area for which they are responsible. I am told that the relationship is a successful one in which the resources of the program deliverers for Futures with local school boards are effective.

We do have instances where school boards sometimes cannot provide the kinds of assistance we hope. Let me give you an example. For those who have opted for the one-year guarantee of employment, there is a requirement that each participant take three hours of educational upgrading. In smaller communities, unfortunately, there are occasions when the school board cannot provide that directly, and sometimes we have to rely on correspondence courses delivered through the province or through school boards. In the main, however, the relationship is very good.

There were some suggestions early on, when Futures was announced, that we would be encouraging young people to drop out of school. The evidence we have is that this simply has not been the case, and I am satisfied that the program is working hand in glove with local school boards and with the education system in the province.

Mr. Jackson: On that point, you seem to be satisfied on the basis of some data or some feedback you are getting from your ministry. Who on your staff is monitoring that issue? There is considerable documentation of what we can call flags that have been sent up about this program with respect to its impact on high schools. On what basis are you coming to those conclusions?

I also fear you have not responded on whether you are going to meet with the Ontario Association of Education Administration Officials, which has had an outstanding request to meet with you for the past nine months. You are saying you do not feel there is a need to respond to those concerns, but you are also saying the linkage is strong. Are you going to meet with them?

Hon. Mr. Sorbara: You keep saying there is a great amount of documentation, but I have not seen any of it.

Mr. Jackson: I am prepared to bring it forward. I just asked you on what basis you came to that conclusion. Who within your ministry is counselling you that the links with our secondary schools are sufficiently strong? More precisely, on what basis can you say that the Futures program is not in any way having a negative effect on school enrolments?

Hon. Mr. Sorbara: Let me refer part of the question to the deputy at this point.

Mr. Tully: I am going by recollection here, because I have not had the opportunity to look into the letter you are talking about. I am not sure it was specifically mentioned at our last get-together. However, as I recall, at the time the Futures program was introduced, some concern was raised by a couple of groups—the letter you are referring to may be one of those; another was the teachers' federation—that were seeking clarification of the relationship between Futures and the school system, raising concerns about the potential impact it would have on school leavers.

Those issues, in consultation and discussion with ourselves and with the Ministry of Education, were, to the best of my recollection, resolved. They were invited to meet with us and they chose not to do so. In the past six or eight months we have not had any representation from any groups that suggests there is a problem in the relationship between the program and school boards. Quite the opposite. We have a number of positive relationships developing among Futures offices, the employment preparation components of those offices, and school boards.

Mr. Jackson: Who specifically is doing the measuring? I am trying to frame my questions in a very specific way to assist you in giving specific answers. How are you actually monitoring this?

15:50

Hon. Mr. Sorbara: We are monitoring it with the people responsible for the program within the ministry. Let me give you a few examples of what our monitoring has determined. In the Nipissing area, with respect to the Nipissing Board of Education, the Nipissing youth employment counselling centre has one full-time and one part-time teacher, seconded from the board of education, who provide tutorial assistance for guarantee clients, assistance with course selection and academic assessment.

In relation to the Durham Board of Education, the Durham youth employment counselling centre is co-located with the Durham board's alternative secondary education program, which offers grade 9 to grade 13 level courses. In the Kent county public and separate school boards, the public school board provides two high school teachers free of charge to the Chatham-Kent youth employment counselling centre and the pre-employment preparation program, both sponsored by St. Clair College.

A little bit closer to your home, in the Hamilton-Wentworth Roman Catholic Separate School Board, Mohawk College in Hamilton has established excellent links with St. Charles adult continuing education centre for the guarantee option. All guarantee clients are referred to the centre, which offers morning, afternoon or evening classes.

Finally, in the Kenora public and separate school boards, Confederation College in Kenora described the relationship as a perfect working relationship. Guarantee clients are all referred to the alternative school in the area, which provides academic assessment, transcripts, course selection and marking of lessons.

Very early on, we heard complaints of the sort you are raising. I am not sure that the information on which you are basing your line of questioning is not rather stale. I had a meeting with the Minister of Education (Mr. Conway), and we agreed we would mandate and direct all deliverers of Futures programming to establish ongoing working relationships with the public and separate boards in their areas. My sense is that the line of questioning is raising an issue which has, in the main, been resolved.

As to the question of who monitors these relationships, the ultimate authority within the ministry is Bill Wolfson, who is responsible for the overall programming. The information we get is based on the reports we get from the deliverers of the Futures programming.

Mr. Jackson: As you well know, Minister, your programs are in response to four different types of unemployment situations, but not all are serviced by one specific program and not all can be serviced by a specific combination of services.

The concern being raised is that there are documented areas in the province where there have been dramatic increases noted by SALEP committees—I am sure you are familiar with the supervised alternative learning for excused pupils programs—in the number of applicants as a means of getting the 15-year-olds into the

program. There is limited, if any, follow-up or linkage, because they go directly into the financial aspects of the program. Most notably, the Sudbury Board of Education has expressed concerns about that, as has the Waterloo board, and to a lesser degree the Halton board, with which I am familiar.

We are dealing with different types. The students who do not have their secondary school graduation diploma and who are being serviced through community colleges are being given what we classify as an equivalency for their secondary school education. They are being instructed by community colleges, and nowhere do we see a program to assist the schools in assisting them to get their SSGD. If those linkages were there and leading to those kinds of conclusions, then you would get—plus the fact that there is the difference in the types of teaching that goes on in community colleges versus our secondary schools, those that are being certified—those are the kinds of points being raised.

If you think the matter is well in hand, why have the trustees' association, the teachers' federation and the administrative officials written directly to the Premier (Mr. Peterson) asking for a meeting because they have been unable to get one with you?

Hon. Mr. Sorbara: I ask my friend when he says dramatic increases in the activity of the SALEP committees at work in certain communities, whether he is aware of a number of things, namely, that young people under the age of 16 are eligible for the program only on the written recommendation of the chair of the SALEP committee; that all applicants for the program must produce a birth certificate to establish proof of age; and that intake workers contact the guidance officer of the applicant's last secondary school to verify official date of withdrawal from school.

When you say dramatic numbers, what do you suggest? How many young people do you think are in the program who are under the official school-leaving age?

Mr. Jackson: Did I ever suggest that there were—

Hon. Mr. Sorbara: You said dramatic increases in—

Mr. Jackson: I am saying there is a dramatic increase of school exits. If you want to be able to measure it, all you have to do is look at the very focused area of the SALEP committee.

For 10 years I was chairman of a SALEP committee, so I am quite familiar with how the system works and how students have to be out of

school for a 60-day period only, at which point their entire program is in jeopardy and they are automatically put through the system. I know how the system works in this province, but there is documented evidence of a major increase just in the very narrow range of 15-year-olds in this province.

You want to talk to guidance counsellors, who say they have seen an increase in the number of 16- and 17-year-olds who are exiting and doing a semester of work on this program, and then they do not know whether they are coming back or not.

What kind of tools have you got in place within your ministry so that you can measure these trends and not just go on the basis of what your ministry officials are telling you, which is based on their feelings out in the field, or the fact that you have instructed your field people to get out and create linkages with schools? We are getting some serious concerns from school boards which are talking in terms of realized, increased numbers.

I never once suggested that we have a bunch of 14-year-olds. We have cases of kids without grade 12 getting into apprenticeship programs. That is an entirely different issue, but I do not have any cases of 13- and 14-year-olds getting into your Futures program, even though they qualify on SALEP to be out of school. That is the point I am raising.

Hon. Mr. Sorbara: Less than 1.5 per cent of the participants or the individuals who came into Futures during the period November to June were under the age of 16; less than half were under the age of 20; and the balance, the largest majority, was between the ages of 20 and 24.

Mr. Jackson: Do you have the information on how many of those were currently in a school program or who had been already classified, who had recently left school? Do you have your data lined up that way, or is it just "either you are in school or you are out of school"?

Hon. Mr. Sorbara: I do not have those data available.

Mr. Jackson: Are you doing some random sampling of students to interview them? Are you asking a series of questions with respect to their reasons for leaving school?

Hon. Mr. Sorbara: Every applicant has to be out of school a minimum of 12 weeks. In certain instances, those who have completed high school have to be out of school or out of work for a minimum of 20 weeks. The chairman is just pointing out figures on the chart that I have here

suggesting that 57 per cent of those coming into the program during the period I referred to are drop-outs from the education system.

Mr. Jackson: What does that tell you?

16:00

Hon. Mr. Sorbara: It tells me that of the numbers taken into the program during that period 57 per cent had not completed secondary school, because the other category is graduates.

Mr. Jackson: Is that how your staff is interpreting that? Is that all we are to get out of that statistic?

Hon. Mr. Sorbara: What else would you like to get out of it? You are not asking me specific questions. If you ask me a specific question, I can either give you a specific answer or undertake to provide the information.

The program is purposely designed to provide an opportunity for young people who suffer disadvantages in getting employment. One of the most severe disadvantages we have identified is that they have not completed high school education. In many instances, as a result of the Futures program, the participants return full-time to the education system.

Mr. Jackson: I have made reference in the Legislature to the fact that a trend has surfaced as an observation that a lot of kids are using the program as interim financing and that they will go back to school in some future semester to complete their education. It is not really achieving the objective, which is to assist long-term skills development. It is an interim employment situation to help break up one's school curriculum.

Hon. Mr. Sorbara: You continue to talk about this wealth of documentation. Give me the details of the cases and we can deal with them.

Mr. Jackson: I can assure you they have a little more substance than what I am getting from yours. Anybody can read the numbers. You ask me for specific questions. With all the additional manpower you hired recently and with the increases in your budgets, surely you are trying to measure the success of this program with questions beyond, "Were you in school or were you not in school before you came on this program?" There are other questions that we will address later on when we get into detail about the Futures program.

Mr. Chairman, may I move into another area? I do not see Mr. Warner yet.

Mr. Chairman: I would not mind asking a question myself. This is unfair perhaps, seeing that the minister sorted his papers.

Hon. Mr. Sorbara: You are reading over my shoulder. I love that.

Mr. Chairman: One of the breakdowns you have is on use by racial heritage; 86.59 per cent were white and the rest is broken down into other groups, including a small "don't know" category. How does that mesh with the general population? Have you looked at that in social policy terms, whether that is a reflection of demography or whether it is highly weighted to the white population?

Hon. Mr. Sorbara: That is a question I think I can answer, if you will just give me just a moment.

Mr. Jackson: Don't fault the framing of a good question.

Mr. Chairman: It just struck me that I did not know what the demographic breakdown would be.

Hon. Mr. Sorbara: You cannot look at this.

Mr. Chairman: I am sorry. We have to have a better seating arrangement.

Mr. Jackson: While we are waiting for a response, it does beg a question. I asked for a series of four or five items during the course of the first two days of these estimates. It strikes me as odd that staff was willing and able to provide two requests almost instantaneously. It has now been three weeks since we had those estimates, and yet they have not been forthcoming.

The materials contained within those were essentially part of the materials requested during these estimates. It is quite unusual that it would have taken that much time to bring forward that information. The minister is now reading a document that he apparently does not wish to make public or make available to the committee.

Hon. Mr. Sorbara: It is a document that does not relate at all to the work of this committee but was provided to me in conjunction with my work on another committee of cabinet. As such, it is a confidential cabinet document and it is none of your business what is in it. However, it helps me to answer the question the chairman asked.

Mr. Chairman: Let us get back to your supplementary question on the other matter.

Hon. Mr. Sorbara: According to this document, Breakdown of Intake by Racial Heritage, the so-called white population of the province is, based on Statistics Canada information, 93.5 per cent. In the Futures program, the participation of so-called people of white racial heritage is 86.59 per cent.

In respect of those of east or southeast Asian heritage, the general population is represented in that category by 2.5 per cent. The participation rate in Futures is 1.41 per cent.

I will give you one other example. The participation rate of blacks in the Futures program is 3.29 per cent, based on this sampling of intake November to June. The percentage of people of black origin in the general population for the province is 1.8 per cent. There is also a category of "not known" here, which is a significant number. The intake is 4.11 per cent.

Mr. Chairman: It is all within the range of the population breakdown; or even with an affirmative action component to it, you might say.

Hon. Mr. Sorbara: Yes. I think we are doing rather well in that regard. It is no secret, however, that certain minorities identified by way of race have higher levels of unemployment than the white population of this province has. You would expect these figures to be higher, and they are. Frankly, I look forward to those numbers being even higher because of that high rate of unemployment within those minority groups within the population.

Mr. Chairman: It would be interesting to know from the Ministry of Education what the school-leaving demography is. It would be fascinating to see if there was a connection with pickup in your program of those people who are leaving. That will have to wait for another day until we have the Minister of Education with us.

Mr. Jackson was making a point that he had made several requests for information at the outset of the estimates. He has received some of it but not the rest of it. I wonder whether there will be an update today.

Mr. Tully: I do not have a list of the specific pieces of information Mr. Jackson requested. I recall one of them had to do with staffing in the Skills Development offices and Futures offices. As I explained to him, that entails the development of information from those agencies which are delivering the program, particularly in the instance of Skills Development offices. That is an evolutionary process right now as we discuss budgets with the organizations that will be delivering the program. It will take a little while before we have the specific information he asked for.

Mr. Jackson: Mr. Tully, I wrote you a specific letter setting out all of those matters. Did you not receive that?

I suspected I would be treated in such a manner. I wrote you a letter specifically setting

out the matters, upon gleaning Hansard, to determine those areas of information that were required. This is quite unusual. I have only done one other estimate. It was for the Ministry of Energy. Mr. Kerrio and his staff were most accommodating to the legislators. That is the only experience I have had.

That may have been completely out of the norm for Mr. Kerrio to be that courteous and his staff to be that polite. If that is the case, please advise me. I have been here only a year and a half. What is the purpose of estimates if, when we make requests, they are not forthcoming? There were several simple requests in that list, Mr. Tully, but you have admitted you are not aware of the list.

16:10

Mr. Tully: There are a great number of requests which you have made through order paper questions, most of which have been answered or are in the process of answers being provided to you. That is not the list to which you refer.

Mr. Jackson: I am not prepared to sit here and waste everybody's time while the deputy advises that he is having difficulty in responding to some of this material. I am seeking your advice, Mr. Chairman, or that of the clerk.

Mr. Chairman: We all have differing experiences at different times with various estimates and interpret the responses in varying ways, from disgruntlement to walking out of estimates, as some honourable members have done recently. However, I believe Mr. Tully was saying—not to interpret him too much on this—that he was aware of some things that you had asked about and needed his memory refreshed on others.

If you want to leave that and go on to other things, then Mr. Tully—

Mr. Jackson: It is apparent we are not going to get them during the course of the remaining time left in estimates. It just shocks me that we are unable to do that in the three weeks, even in the minister's absence.

Mr. Tully: There was, as well, the question about contract services in the communications area, to which we can provide you with an answer now if you wish.

Mr. Chairman: Is this it here?

Mr. Tully: That is the answer. That was another question which came up specifically in the estimates, as I recall it. I am afraid I am not familiar with the letter you suggest has been sent.

Mr. Chairman: How do you want to begin the matter? I presume you do not have a copy of

the letter with you, Mr. Jackson. In theory, we go over until tomorrow on these estimates, so I will leave it up to you as to how you want to handle it.

Mr. Jackson: I would just like to register my disappointment. It is unbecoming of the ministry and the minister. They could be a little more helpful in that regard. If the question I raised contains a considerable amount of data, fine, but I should not have to raise this in estimates in order to pull that out of you. I made a simple request.

Hon. Mr. Sorbara: And you got a simple answer, I believe.

Mr. Jackson: I am not a dentist. I should not have to pull teeth to get these things. That is all I am saying.

Hon. Mr. Sorbara: Is it pulling teeth to ask the question in estimates and then be provided with a list? I hope that is not the way my dentist approaches my teeth the next time I go to him.

You also asked a question, I understand, about the location of 16 new industrial training consultants. Why do I not just indicate where these locations will be with numbers: Toronto east, two new consultants; Toronto west, three; Toronto central, four; Hamilton, four; Windsor, one; and Sault Ste. Marie, two; for a total of 16. I do not recall the question, but we are providing the answer.

Mr. Jackson: The question was with respect to the imbalance of the case load for your consultants in the field and some pressure areas I had documented and shared with you. I was concerned that the allocation was going to be partially on case load and not necessarily to reflect the growing trend of unemployment in certain sections of the province, which may be separate and distinct from the other issue, which is providing skills training based on demand in certain areas.

Mr. Chairman: Mr. Tully, do you want to answer that?

Mr. Tully: There was some confusion at the time of those discussions, as I recall, about whether the consultants you were talking about were the ones associated with apprenticeship—those are the consultants for which the minister has given you the numbers—or whether you were talking about consultants associated with the Ontario Training Strategy initiatives, which these are not. We were trying to suggest that we attempt to provide you with answers to that latter question as well.

Is Mr. Warner going to be joining us?

Mr. Chairman: I have no idea.

Mr. Jackson: No questions, Chris?

Mr. Ward: Not at the moment.

Mr. Chairman: You are on your own.

Mr. Jackson: You are aware that I raised questions about the Wood Products Skills Development Centre scheduled for Conestoga College, and your answers were somewhat direct with respect to that proposal. Going back three weeks, when the estimates started, you raised the question of whether Conestoga had set it as a priority. Have you been satisfied that Conestoga has set this as a priority?

Hon. Mr. Sorbara: Just one moment. Were we talking about this in these estimates or in the Ministry of Colleges and Universities estimates?

Mr. Jackson: The MCU estimates.

Hon. Mr. Sorbara: I am satisfied that a number of ministries in government are taking a very hard look at the proposal, not only the Ministry of Skills Development but also officials within the Ministry of Colleges and Universities and the Ministry of Industry, Trade and Technology. We need to ask whether or not that area of training is important for industries located in that area of the province and generally within the province, because there will be a provincial dimension to the facility, should it proceed.

We have now reviewed it within each of the ministries I mentioned and I expect a determination on the facility will be made in the very near future, before the end of the calendar year, I hope.

Mr. Jackson: It would appear that this is partly a capital matter for you in your capacity as Minister of Colleges and Universities, but we are unable to get a clear and unequivocal statement about your support for it as Minister of Skills Development. I understand the Minister of Industry, Trade and Technology (Mr. O'Neil) has shared his views with the Premier directly. Are you now in a position to state that?

Hon. Mr. Sorbara: No, I am not in a position to state that. Just to give a final view on it, I can reiterate that the proposal is under very active and comprehensive analysis by several ministries of government, and while I cannot tell you that we have determined to proceed, I can confirm that one of the issues is a capital allocation. The Ministry of Skills Development does not have a capital budget per se, and the capital costs are being considered within other ministries, including Colleges and Universities. When the determination has been made on whether or not we will proceed, I hope you will be one of the first to know.

Mr. Jackson: It seems that you, in your capacity as Minister of Colleges and Universities, are the only person holding this up.

Hon. Mr. Sorbara: Oh heavens, no; that is not it at all.

Mr. Jackson: All right. I understand Mr. O'Neil and his ministry have given it full support. I understand Dr. Ralph Benson has been doing most of the negotiations on this and he has, in effect, advised you and the Premier's office that this project should be supported.

16:20

Hon. Mr. Sorbara: I do not believe it is appropriate for me to discuss the advice that officials in another ministry—that is, Colleges and Universities—give me in respect of a matter. I do not know what more I can tell you. You want to put words in my mouth. You want to suggest this would proceed but for the stamp of approval of the Minister of Skills Development. I am telling you that is not the case. There are certain other questions to be answered and when they are answered, a decision and an announcement will be made.

Mr. Jackson: What are the other questions? I did not get a clear statement from you. The report is probably one of the most thorough reports I have ever seen for a proposal before the ministry. The needs assessment is a complete document. The industry is a net exporter as of last year. It is a growing industry for Ontario and it is in great need of additional skilled workers. The current program is oversubscribed. It is one of the few programs in Ontario run at a community college that is working on a split shift. They start at 7:30 in the morning and go right through till late at night in order to get more workers out there. The kinds of circumstances they are operating under represent almost a form of risk to the workers being trained in that environment unless they can have these capital needs met.

It seems so logical that we should be proceeding. All the industry analyses indicate this is a growth industry for Ontario. The woodworking field employs 80,000 people. It also has implications for some CAD/CAM applications. Those centres are located relatively close to Conestoga. It seems all bases have been covered. No one has been critical of the presentation and no one has been critical of the demand, so when you say there are questions yet to be answered, what seems to be the holdup? It has been nine months under active consideration and three years in presentation and proposal form.

Hon. Mr. Sorbara: There are many requests for capital assistance that meet all the criteria you identify. There are pressing needs for capital allocations for virtually every institution in Ontario. Young people and not-so-young people are attending classes in portables at the Newnham campus at Seneca College. Are you telling me that in the view of your party, this capital allocation is the most pressing one in the province?

Mr. Jackson: No. What I am telling you is that the Minister of Skills Development—

Hon. Mr. Sorbara: You are telling me it is a very good one and I am telling you the Ministry of Skills Development does not have a capital budget. The Ministry of Colleges and Universities allocated its entire capital budget for the current fiscal year some time ago. If there is additional capital funding available for the ministry, this project will be given all due consideration, because it is a very good one, but do not try to make me tell you I will fund it as soon as I get capital assistance, because that is unfair to all the other institutions and agencies that request capital assistance. The decision has to be in a context and the validity of the project will be assessed within that context. We are looking at ways to proceed with this proposal as quickly as possible.

Mr. Jackson: As you know, one of the questions I asked was what is the list of the outstanding applications. As I understand it, it is one of those lists your deputy is having difficulty with.

Hon. Mr. Sorbara: It is not incumbent upon the Ministry of Skills Development to tell you the list of capital requests made to the Ministry of Colleges and Universities.

Mr. Jackson: I did not say that. I said proposals similar to this that are before you in your capacity as Minister of Skills Development.

Hon. Mr. Sorbara: Oh, my goodness. Was that one of the questions—

Mr. Jackson: That request was made earlier in estimates and you raised the point of how you weigh them off against each other. The main point is that you are not prepared to recommend to yourself, as the Minister of Colleges and Universities—it is obvious that it diminishes your capacity to be effective in that ministry, given that it is hard for you to make the kinds of tough decisions you refer to. I submit that you are having no difficulties setting the needs of the skills development aspirations for this province behind those of your aspirations for colleges and

universities. That becomes abundantly clear with the line of questioning.

Hon. Mr. Sorbara: That is absolute nonsense; you know that. You are trying to have me say I fully support the proposal so that you can say, "Why do you not fund it then?" It is a very good proposal and I will be making an announcement on it in the near future.

Mr. Jackson: It is hard for you to put pressure on yourself; that is the point I am making. You are not doing it.

Hon. Mr. Sorbara: That is foolish. The matter is under active consideration.

Mr. Chairman: Mr. Warner tells me he has something he wants to raise.

Mr. Jackson: I am delighted.

Mr. Chairman: Mr. Tully wants to say something first.

Mr. Tully: I want to set the record straight for Mr. Jackson. I have checked with my office and I have no record of a letter from you with respect to the subjects you have raised. If there is a letter in the process, either there is a problem with federal responsibilities for the mail or the letter may not have been sent.

Mr. Jackson: I am using it for insurance, given that just raising the matter in estimates and in Orders and Notices seems wholly insufficient in getting the kind of data required.

Mr. Chairman: It seems not to have arrived.

Mr. Jackson: Hell, I would be pleased to receive the material under any of those three request areas.

Hon. Mr. Sorbara: Perhaps you can just provide me with a copy of the letter tomorrow in question period. I will be happy to undertake to have the letter answered as soon as is practically possible.

Mr. Jackson: It is obvious that we are not going to get it for estimates. That is why the request was made.

Mr. Chairman: There is actually no reason why not. I see good Tory staff members here who would be glad to go to your office, get a copy and bring it down. Who knows how quickly it may be brought forward? I have every faith.

Hon. Mr. Sorbara: I would be delighted to see a copy of the letter. Do you not have a copy of it here?

Mr. Jackson: No. I do not have it with me.

Hon. Mr. Sorbara: I am surprised you do not have it here. We can look at the issues one by one.

Mr. Warner: Get the letter today and tomorrow you will get the money.

Hon. Mr. Sorbara: Sure. As a matter of fact, I am willing to stay a little later today if you want to run out now and get a copy of the letter.

Mr. Chairman: That is even possible while Mr. Warner is asking his question now, because it might take some time.

Mr. Jackson: You are doing a wonderful job, Mr. Chairman.

Mr. Warner: I am certainly not disappointed that I was late.

Mr. Chairman: None of us is.

Mr. Warner: I am sure you were quite pleased. You thought I was perhaps not going to show up at all.

Hon. Mr. Sorbara: It is good to see you again.

Mr. Warner: I trust you enjoyed your business trip to the Middle East.

Hon. Mr. Sorbara: Not only did I enjoy it, but I also I thought it was a great success.

Mr. Warner: That is good. They treated you to some excellent cuisine, I trust.

Hon. Mr. Sorbara: The hospitality there would shame us here.

Mr. Warner: My word.

Hon. Mr. Sorbara: It would put us to shame as a society.

Mr. Warner: I should have attended.

Hon. Mr. Sorbara: Everyone sent their regards to you.

Mr. Warner: I have many friends in that part of the world.

Mr. Chairman: At least somewhere. Let us get back to this.

Hon. Mr. Sorbara: It is good to be back.

Mr. Warner: There is one item with which I wish to deal. I will respect the time required by my counterpart in the Conservative Party. Probably 10 or 15 minutes is—

Mr. Jackson: I was treading water until you got here. I did not want to start into Futures until you got here.

Mr. Warner: Before I get into the specific question, we have brought this up before but I want to make sure my determination to assist Centennial College of Applied Arts and Technology in every way possible, so that it gets that expansion, is absolutely clear in your mind. That project is needed. I do not think anybody can dispute the necessity, the good plans the college

has has drawn up, how active it is or how well run it is. I was surprised it was not approved to start this past September, because there was quite a bit of advance warning. They had the costs worked out, all the answers you needed were provided, and there was no action.

16:30

Hon. Mr. Sorbara: Is this the new building?

Mr. Warner: Yes. For whatever strange reason, there has been no action on it. However, I am not going to give up. You will hear from me quite regularly. I will keep hounding you until there is an announcement that it is going to be built.

Hon. Mr. Sorbara: You have an ally in that regard in your parliamentary colleague the Minister of Transportation and Communications (Mr. Fulton).

Mr. Warner: It is in his riding.

Hon. Mr. Sorbara: He slugs me over the head on a daily basis concerning that project.

Mr. Warner: I thought I could hear a sound. I am glad he is doing that. He and I have spoken about it on occasion. It is a reasonable request and it should not be denied. The money they are asking for over two years is not an extraordinary amount for this government.

Hon. Mr. Sorbara: We are talking about \$12 million, are we not?

Mr. Warner: Over two years, yes.

Hon. Mr. Sorbara: I should write a cheque out of my personal account.

Mr. Warner: It is not a lot. I am sure there are times you folks spill that much in the—

Mr. Chairman: It is a Scarborough issue.

Mr. Warner: It is, indeed. One of the campuses is in the chairman's riding as well.

Mr. Chairman: Not that I would speak for myself on that.

Mr. Warner: Specifically, now that you are aware of the numerous flaws in the Futures program, can you explain in detail how you intend to correct them? Maybe you can take a few minutes and go through, step by step, how you intend to address each of the flaws that has been identified.

Hon. Mr. Sorbara: What we might do is go through it flaw by flaw. Have you identified the flaws?

Mr. Warner: You are the minister; it is your program. I assume at this stage, after a year, you have done the evaluation. To my knowledge, only one group outside government has done an

evaluation and that is the Social Planning Council of Metropolitan Toronto. I assume your ministry has done an evaluation of the program. You know what the flaws are, you know there are many and some of them are severe. What I want to know is how you intend to improve the program; or are you planning to scrap it? Are you planning to keep the status quo? We are all in a bit of a quandary about what you intend to do.

Hon. Mr. Sorbara: There is an ongoing process of reviewing and improving the program. I am not going to lay my own flaws out on the table. I have many personal ones. Every government program has flaws of one sort or another.

Let us take an example of an area where the Futures program may have been flawed. There was a clear concern that delivery in the north, particularly among the native population of this province, was not sufficient, not penetrating and not responsive. Therefore, in conjunction with our sister ministry, the Ministry of Citizenship and Culture, we determined to use its resources to deliver the program on native reserves. We also recognize a much higher level of unemployment in the north, so we opened up a number of new centres.

We do not have a 100 per cent success rate, so to that extent you could describe the program as flawed. In this program, you will never have a 100 per cent success rate, and you have to be very careful about how determined you are to be successful. If you require your delivery organizations to be successful statistically—that is, you want every participant to complete the pre-employment preparation and go to the work experience—they might become nervous about the kind of participant they choose. My preference is for the deliverers of Futures to go on to the street and try to attract and induce the kids who are in greatest need to come into the program, even at the risk that we might have larger numbers of people leaving the program.

How have I done that? Most recently at a Futures conference, I made a personal plea to people working in the Futures program to continue to extend their reach, not be complacent with the results they have, not to be satisfied with the work they are doing but continually to analyse, reassess and go beyond the perimeters they have established for themselves.

Mr. Warner: Complacent? There has barely been anything accomplished. Contrary to the inaccurate information provided in today's Toronto Star, where you were quoted—now maybe the quote is not accurate—as saying, "The

unemployment rate among young people aged 15 to 24 exceeded 12 per cent before the launch of Futures and has dropped to below 9 per cent." This is inaccurate. The figures from the federal government—

Hon. Mr. Sorbara: I did not say that. I am just looking at the article as well. Am I quoted as saying that? I was misquoted again. I have got to call Gerry McAuliffe; he will love this one.

Mr. Warner: It attributes the quote to you. "While it has since dropped to below 9 per cent, it is still unacceptably high."

Hon. Mr. Sorbara: I think they are referring to a statement I made in the House, are not they? Bill Wolfson, can you help me out on this? In my statement in the House, I think I referred to a figure that was not nine per cent, but I cannot remember what the percentage was. Province-wide, are we at nine per cent?

Mr. Warner: No; we are at 11.2 per cent.

Hon. Mr. Sorbara: That figure sounds familiar. I think I said 11.2.

Mr. Warner: Since we started at just over 12, we have reduced the unemployment rate in one year by one per cent. If that is not failure, I do not know what is. The contrast in my—

Hon. Mr. Sorbara: Without Futures, the unemployment rate would have been 36 per cent. You cannot measure it by—

Mr. Warner: You have no way of knowing that.

Hon. Mr. Sorbara: You have no way of saying, unequivocally and categorically, that it is a failure.

Mr. Warner: If I were the minister, I would take those figures to say it is a failure. It is not that the program has not helped some people, but overall it is a failure. At that rate of reducing it by one per cent per year, we will need another 11 years. That is totally absurd.

Mr. Jackson: That is with a booming economy.

Mr. Warner: Booming in Metropolitan Toronto perhaps, but not throughout the entire province.

Mr. Chairman: It is coming, Mr. Warner; it is all coming.

Hon. Mr. Sorbara: Oh my goodness, maybe I was right. Maybe that was just in the statement I made. Mr. Wolfson, correct if I am wrong. The data I am looking at here indicate that—is this for Ontario?

Mr. Wolfson: This is Ontario.

Hon. Mr. Sorbara: For Ontario, the unemployment rate in August of 1984 was 12.2 per cent. The unemployment rate among young people, aged 15 to 24, in August, 1986 was 8.8 per cent.

Mr. Warner: Not according to the federal government. The federal government says it is 11.2 per cent for 15- to 24-year-olds. Among 15- to 19-year-olds, it is 13.9 per cent, and for those 20 to 24, it is 9.6 per cent.

16:40

Hon. Mr. Sorbara: Is this month by month?

Mr. Chairman: It might be helpful if each of you let me know what you are reading. What are you reading from, Mr. Warner?

Mr. Warner: This is from Canada Manpower, Unemployment by Province, October, 1986. I understand these are the most current figures. We do not have the ones for November. For Ontario, it shows 115,000 young people between the ages of 15 and 24 unemployed, and that represents 11.2 per cent.

Hon. Mr. Sorbara: The figures fluctuate rather dramatically; there is no doubt about that.

Mr. Warner: I do not want to get into quibbling about figures.

Hon. Mr. Sorbara: Let us not play a numbers game. There are young people out there still without employment.

Mr. Warner: Too many.

Hon. Mr. Sorbara: Too many, I agree. We are on common ground.

Mr. Warner: The percentage has decreased by a tiny amount.

I want to give one comparison. I am not saying we can do what is done in other jurisdictions or that we are as sophisticated, because we are not, or that we have the public understanding about how to solve problems, because we do not have that.

You will know that in Sweden, when they were alarmed at a 6.6 per cent unemployment rate among young people, they brought a program into their parliament. Within six months of the introduction of that program in parliament, not only was it implemented but also the unemployment rate went to zero.

It is called the youth guarantee. The youth guarantee program meant a young person would go back to school, receive further training, be involved in on-the-job training or a further training college and so on. The point is that the political will made it go from 6.6 per cent to zero within six months. The political will here says

that in a year we accomplish somewhere in the neighbourhood of a one per cent reduction in the unemployment.

Hon. Mr. Sorbara: We have a very different society to what Sweden has. We also have a rather clear tradition of young people remaining out of the work force by choice until they find the job or the occupation that is most suited to them. Let us be very frank about it, there will be—I am advised it is also zero in the USSR.

Mr. Warner: I do not know about their programs, but I do know something about the Swedish program. It seems to me that is something we should take a look at.

Hon. Mr. Sorbara: I am not sure the Swedish model that you recommend is appropriate for the Ontario context. I am advised by my deputy that statistics indicate clearly that, of the numbers you quote of young people as unemployed between the ages of 15 and 24, 43,000 are attending school full-time, so thank God they are unemployed.

Mr. Warner: Now hold on; out of the 115,000?

Hon. Mr. Sorbara: Out of the 115,000.

Mr. Warner: I thought that now they are not paying unemployment insurance premiums—right?

Mr. Chairman: You are not allowed to—

Hon. Mr. Sorbara: We are simply quoting from statistics. Therefore, I will let my deputy expand on this.

Mr. Tully: These are Statistics Canada figures for September, but 43,000 of 123,000 unemployed young people in September were in school full-time. They were looking for part-time jobs. To make the comparisons to a zero per cent number in another economy where people in school are not considered to be unemployed makes those international comparisons quite difficult.

Mr. Warner: You think that instead of 115,000 unemployed we have 115,000 minus 43,000 unemployed?

Mr. Tully: No. I think we have 123,000 young people who would like jobs, but 43,000 of them are also in school full-time. They would like to have part-time job or they may be looking for full-time jobs as an alternative to school.

Mr. Warner: By the way, I did not say that was the program to use. You tried to have me say that.

Hon. Mr. Sorbara: No, I did not.

Mr. Warner: I said I would use it as an example of political will, which, unfortunately and traditionally, has been sadly lacking here. I would like to get back to the Futures program.

Hon. Mr. Sorbara: Here the political will was to develop a program that would provide young people with opportunities. It was funded on the basis that we would provide opportunities for 50,000 young people per year. That is what we are doing.

Mr. Warner: That has not happened.

Hon. Mr. Sorbara: It has happened. We can argue about whether that kind of political will should be setting the policy of the province. It may be that some others have the political will for the province to ensure that every young person who wants to earn an income has that opportunity through the province, that is make the province the employer of first resort. That is another question.

Mr. Warner: Let us find out whether you have the political will to patch up the problems that exist in the Futures program. That is my first question.

Hon. Mr. Sorbara: Let us take them one by one.

Mr. Warner: I want to know from you what flaws you are intending to patch up.

Hon. Mr. Sorbara: I do not think that is a fair question. This is only my third estimates. You want me to tell you all the scars I have in this program and tell you what surgery—

Mr. Warner: Yes, and how you intend to fix them.

Mr. Chairman: As long as you do not pick your beagle up by the ears.

Mr. Jackson: When we advise you of the scars, you say they are not scars.

Hon. Mr. Sorbara: I do not think that is a fair way to proceed. You tell me what problems you want me to fix up.

Mr. Warner: Okay. If you will not identify them, I will start by identifying them. What are you going to do about the colleges that are screening out the most disadvantaged of your candidates for the Futures program?

Hon. Mr. Sorbara: If you provide me with evidence that this is happening then I will take up that matter directly with the colleges.

Mr. Warner: It is certainly identified in the report from the joint task force on youth unemployment and the Social Planning Council of Metropolitan Toronto, in September 1986. Furthermore, there is this quote—the chairman

likes quotes—from page 22 of said document, Good Jobs and Employment Strategy for Metro's Youth; it reads, "Furthermore, despite the fact that PEP is targeted at severely employment-disadvantaged youth, most of the CAATs, Centennial College being a notable exception, have developed mechanisms to screen out the most disadvantaged."

Then they bring up a number of examples where the colleges screened out people who met the criteria you set down for the Futures program. One student was rude, obnoxious, weird and smelly. I want to know what you are going to do about it.

Hon. Mr. Sorbara: I am going to consider the criticism, and if it is well founded and applicable to more than the small sampling taken by the preparers of the report, I will develop a strategy to see that it is not the case. I am not surprised that this sort of criticism has been launched. I think we will have to do further study. I am not going to present you a plan of action on the basis of the quotations you have entered into the record here.

16:50

Mr. Warner: What about the high drop-out rate in your pre-employment program.

Hon. Mr. Sorbara: I am not surprised at that at all. There is a real tradeoff between picking participants who can succeed and living with a high drop-out rate. I have been to these classes. I have sat in on them. I think you have as well. These are not your nice little well-groomed, well-mannered, nicely behaved young people who just happen to need a second chance. These are real hard—

Mr. Warner: What are you going to do about it?

Hon. Mr. Sorbara: I have not yet determined that we ought to do something about it. We could take steps that give rise to the first problem you mentioned, that is not letting in individuals who seem to qualify on paper. That is an alternative. It is a tradeoff.

Some of these kids drop out because they have to go and do some time because of little activities they have been involved in that are anti-social and against the Criminal Code. Some of them simply cannot cope even with the kind of environment that pre-employment preparation provides—a kind of flexibility, client responsiveness, etc. It is a problem but it is not one for which I have an immediate solution. If you want to comment on any of these situations, by the way, please feel free.

Mr. Warner: A solution is required. Let me again quote, this time from page 19. "A number of the individuals whom we interviewed expressed the opinion that the pre-employment program is relatively ineffective. They attributed its imputed lack of success to two factors.

"First, PEP is delivered by the colleges of applied arts and technology, whose instructors often have had little or no previous experience with severely employment-disadvantaged youth. This is a serious problem since the intellectual and social maturity of a severely employment-disadvantaged youth is substantially below that of a typical CAAT student.

"Second, classroom job training was felt to be less than ideal for people who had dropped out of school. On the other hand, one youth worker praised Centennial's pre-employment program."

Hon. Mr. Sorbara: Did you commission this study yourself, personally?

Mr. Warner: No, I did not, but naturally I was pleased to see the favourable comments about Centennial. They do not surprise me because I have known that college for a very long time.

It suggests to me that some work needs to be done in providing in-service instruction for the folks who are employed by the college. You cannot just let it float. There is a problem, it is identified, it is real, and I want to know what you are going to do about it.

Hon. Mr. Sorbara: Let me just tell you about one of the ways in which I have dealt with that, and it may serve as an example of our approach. If it does not give you sufficient detail, then it may indicate that at least we have an approach.

I think we have sufficient evidence now before us to realize that many of the participants in the pre-employment preparation component of Futures have learning disabilities. They are young people with learning disabilities. In the formal education they have received, few people have taken cognizance of that fact.

I personally directed at the most recent Futures conference that some expertise be directed to and sessions held on young people with learning disabilities so that those delivering the program would enhance their own skills on how effectively to assist in the learning process of people with learning disabilities.

We are, in short, trying to learn from our experiences. I disagree with the report on a province-wide basis. The educational work that goes on in those sorts of classes is some of the most difficult and challenging in the province. The problem is not that it is being delivered by

colleges of applied arts and technology; I think that is probably one of the most appropriate venues for delivering the program. Centennial is not the exception in effective delivery of pre-employment preparation, although it may be one of the outstanding success stories.

It is very challenging work, Mr. Warner, and it is not going to have the kind of "here-is-my-graduation-class" success that the local Forest Hill day school is going to have.

Mr. Warner: I realize that. Some of the participants in the Futures program have a working knowledge of the judicial system. It is a challenge for the instructors and I realize that. I am glad you mentioned that the report was done in Metropolitan Toronto and that it might have absolutely no connection with any other centre in the province. I would like to know the studies that have been done of other programs in other centres around the province. If your ministry or some outside agency has done such a study, can I have a copy of it?

Hon. Mr. Sorbara: I am not aware of one, at least I do not recall one; but Mr. Wolfson may have another view on that. In connection with the question, I want to say that studies are good and it is important to do them, but sometimes there are ulterior motives in doing them. I do not place all that much confidence in the work of consultants, reviewers and all that stuff.

What is important, as far as I am concerned and as far as the program is concerned, is the professional development of those who are delivering the program, including pre-employment preparation. On the weekend around November 4, we completed a Futures conference for the people delivering the program. It was basically two and a half or three days—I do not know how long it was—of professional development where the issue of learning disabilities was raised along with a number of different issues. That is one of the best ways to ensure the program continues to be relevant and that the challenges associated with this work continue to be met.

Mr. Warner: When you reach a drop-out rate of 65 per cent, as you have in some locations, that says the program is in serious trouble. A 65 per cent drop-out rate should be intolerable. There is something wrong with the program. One would naturally expect some kind of drop-out rate. We can debate what is tolerable and what is not, but to me 65 per cent is far too high. Something has to be wrong. I think it requires addressing.

Hon. Mr. Sorbara: I am not familiar with that report, Mr. Warner, but I put the question back to

you. You realize that in the real world of doing things, if you suggest that 65 per cent is too high a drop-out rate you have to be concerned about official or unofficial screening mechanisms. That is the real world. Let us not pretend about Sweden either, with a zero youth employment rate. Are you telling me there is a kind of paradise of employment and everybody is doing what he wants to do? It is statistics.

Mr. Warner: That is true, but it is better than here. You know that.

Hon. Mr. Sorbara: I would rather have them come in.

Mr. Warner: Okay, but a lot of them are going out.

Hon. Mr. Sorbara: Sure. Too many of them are going out; agreed.

Mr. Warner: In some cases 65 out of 100.

Hon. Mr. Sorbara: Agreed.

The Vice-Chairman: Is this another question, Mr. Warner? Mr. Jackson would like a supplementary on the previous question if you are going on to something else.

Mr. Warner: Go ahead. The Futures program is the only thing I wanted to question the minister on.

Mr. Jackson: Minister, you referred to your conference on November 4. It is my understanding that an identified weakness of the program has been that certain consulting skills are required of the people doing the delivery in the community colleges and that this was identified in the field and raised at the Futures conference by many individuals there. It is another way of asking Mr. Warner's question. What specific program do you have in place? I do not mean a one-day professional development seminar. What are you doing? I think that strikes at the core of where you are delivering this and who is delivering it.

17:00

Hon. Mr. Sorbara: I always have difficulty with your questions. Perhaps you can frame it in a different way or raise again the issue of what problem was raised at the Futures conference. I was not there for the entire time, although I assume Mr. Wolfson were.

Mr. Wolfson: Yes, I was.

The Vice-Chairman: Do you want to take another run at it, Mr. Jackson, or do you have the burden of the question?

Mr. Jackson: I think the deputy understands things.

Mr. Tully: You are talking about skills consulting. It seems to me you are getting into the area of—

Mr. Jackson: We are talking about the delivery of Futures, the upgrading component and the pre-employment preparation program. Through Mr. Warner's line of questioning, we are admitting that the drop-out rate is unacceptable and that some deficiencies have been identified, which the minister referred to. He said with some degree of pride that in his Futures conference, there was perhaps a one-hour session or whatever on the ability of counsellors to understand young people with learning disabilities and how to work better with them. My question is, what are you doing? What kind of program are you doing? This was generated from the field, not generated from the ministry. They have been crying for this for the past six months.

Hon. Mr. Sorbara: This was generated from the ministry, with all due respect.

Mr. Jackson: That is not the report I received from the Futures conference. This was raised time and time again.

Hon. Mr. Sorbara: What was raised? I am sorry, gentlemen, I am just not getting through.

Mr. Jackson: We have an hour; you are not going to get away with that for an hour. Perhaps your deputy can work on it.

Mr. Tully: I will ask Mr. Wolfson to speak on it, but the Futures conference you are talking about was a three-day professional development program initiated by the ministry. It was not one hour of professional development. The problem you are referring to did not come up then; it was identified much earlier. That is why there was a conference.

Mr. Jackson: Now you are saying you knew about it long ago and all you did was carve out a couple of hours during the Futures seminar. What are you doing to strengthen that?

Hon. Mr. Sorbara: I am not sure that was what was said, but Mr. Wolfson will have some comments.

Mr. Wolfson: As the deputy indicated, one of our primary vehicles was the Futures conference, but that is not the only professional development activity we are undertaking directed towards those who deliver Futures in the field. We have held in the past and plan to hold again in the future a number of regional seminars, working-group kinds of activities, in which the staff of delivery organizations in the community colleges and youth counselling centres get together to deal with professional development activities plus

information we need to provide to them in terms of effective delivery. The next round of those quarterly events is going to occur in January or early February.

With respect to the pre-employment preparation component, which I think is something you are focusing on, we are working on what might be viewed as a resource manual, for want of a better phrase, that we hope to be able to provide shortly to staff in the PEP centres to assist and guide them. As well, at the Futures conference we could accommodate only slightly more than 300 participants and we certainly have more staff in the field delivering Futures than that. The way in which we hope to provide the other staff with some of the information and the insights that were available at the conference is to put together a binder of all the resource materials from the conference and make that available to every centre in the province.

Mr. Jackson: Thank you. That was not so painful, minister.

My second question has to do with your reference to screening. What specifically is the problem you were referring to when you identified screening as a problem? You were telling Mr. Warner that maybe one of our problems was how the screening is done. What do you understand to be the problem with the screening of these young people?

Hon. Mr. Sorbara: I will let Mr. Wolfson expand on this. I do not think I said that one of the problems we have is screening. I think what I said was that there is always a trade-off, particularly with the target clientele, if I can use that clinical phrase. There is always a problem in being concerned with rates of success. I would be wary of just mandating a higher success rate because every institution, every organization, if completion or success is its primary goal, will as a general matter officially or unofficially create a screening mechanism to ensure higher success rates.

Here we are dealing with a very difficult clientele. Some have to go and do duty in Her Majesty's prisons. Some have very severe and chronic problems that have to be dealt with in this context. My preference is to encourage getting in, as a philosophical matter, even if your rates of completion or success are less encouraging in the end. It is kind of like universities. You want it to be relatively easy to get in and relatively difficult to get out, if you can understand the analogy. That is the point I was trying to make. In this area there is a very difficult trade-off to be made.

Mr. Jackson: I will yield, Mr. Warner, so that I can follow, but I want to stay on this line if you are going to venture too far beyond it. This is an area I would like to stay in for a minute.

Mr. Warner: I have a couple of very specific items with respect to the Futures program and an overall comment and that is it. You mentioned earlier, and I agree, that particularly in the north the program has not been reaching native people and that you intend to address that. With respect to Metropolitan Toronto, I wonder whether you can explain why it the program basically is not reaching nonwhites. To put it in a framework, the figures provided through the study in this background material—I think this may be something from your ministry; I am not absolutely sure and I will check with my researcher.

The makeup of the participants in Futures shows 86.7 per cent white. Down from there, although they are all important, is the one I key on that shows me there may be a structural problem, that is 3.2 per cent black. When we checked around with the various groups in the city that are working with black youth, the information we got, which should not surprise anybody, is that unemployment among black youth is considerably higher than unemployment among white youth.

Yet the participation rate of black youths in the Futures program is very small: other segments are east Asian, 1.39 per cent; south Asian, 1.46 per cent; black, as I mentioned, 3.23 per cent; native, 3.14 per cent—as you know, we have a sizeable native population in Metropolitan Toronto—not known, 4.07 per cent. It sounds to me as though there is a problem in the structure of the program in reaching out to those nonwhite communities, a language component or something. There must be a logical, rational explanation of those figures, because they do not accurately reflect the unemployment problem within the various groups I identified. First, do you know what the problem is; and second, how do you intend to respond to it?

17:10

Hon. Mr. Sorbara: At this point, I do not agree with you that we are not reaching out. There is a fairly active response within, for example, the black community in Metropolitan Toronto. We need to do more. We are considering various steps and approaches that can be taken to reach out to those communities.

I will tell about you one step we will be taking within the next few days. One of our colleagues in the assembly who represents the Jane-Finch area, where there is a sizeable black population,

has asked for our assistance in developing—half of the households have youth unemployment and we will help him design material for those households so that he can tell his constituents about the availability of the program. That is one small step that happened to come to my attention today.

In a more official and directed way, we are looking at the capacity at our youth employment counselling centres in community colleges in those areas and we are directly working with those delivery agents to expand their reach, to give them the facilities and the assistance to reach out. I remind you that this is not a compulsory program.

Mr. Warner: No one suggested it was.

Hon. Mr. Sorbara: It is not compulsory employment service.

Mr. Warner: I never suggested it was a compulsory program. I understand that the program is supposed to be designed to attract disadvantaged youth.

Hon. Mr. Sorbara: That is right.

Mr. Warner: I know, as you do, that there is a significantly higher percentage of disadvantaged youth among nonwhites than is reflected in the percentage of those participating in the program.

Hon. Mr. Sorbara: That is right. There is a significantly higher ratio of nonwhite participants in Futures than is reflected in the mix of Ontario, and Toronto, society; 93.5 per cent of the population of the province is, as we said earlier in a similar line of questioning, white and comes from an ethnic background that is not southeast, east or south Asian, black or native. On the basis of an analysis of race or visible minority background, the participation rate in the Futures program is much higher than a mere reflection of the population. It is not high enough for my liking and it is going to be higher.

Mr. Warner: You are wrong for Metropolitan Toronto.

Hon. Mr. Sorbara: I am quoting you statistics from the province.

Mr. Warner: I am going to make one last pleading attempt. The participation rate in the program among nonwhites is not reflective of unemployment in their communities to the same extent as among white participants in the program. I think there is room for hope, provided you take some initiative and leadership.

Hon. Mr. Sorbara: I agree with you. I want the record to show that we are working in that direction, that we are aware of the much higher

level of unemployment among visible minorities and that we are taking steps. For example, at the Futures conference there were sessions on outreach to visible minorities. How do we do it? That was one of the issues. It was part of the professional development. At that conference, there was also a luncheon address by a senior official from the race relations commission, which is very interested in our being effective within that constituency. We are not closing our eyes to the problem; neither are we saying we have all the solutions.

Mr. Warner: Okay, but did you actively involve the various groups, such as the groups in Toronto that are working with black youth? Were they involved in this conference?

Hon. Mr. Sorbara: Yes, they were.

Mr. Warner: Did they give you some suggestions as to how you might alter your program?

Hon. Mr. Sorbara: I was not in attendance—

Mr. Warner: That is all I was asking. To be fair, when I went around the different centres, the most common comments I heard directed to Mr. Wolfson concerned flexibility. People were pleased with the flexibility that was demonstrated at the top. When they had concerns and problems, there could be changes. These percentages and the unemployment rates are unacceptable, as are the drop-out rates, and the flexibility should be applied. We should find out by going directly to those communities what might work best in attracting, for example, black unemployed youth into the program. Then we should try to make it happen.

Hon. Mr. Sorbara: I take your comment seriously. It is of interest that the very fact we have the information and that we are tracking indicates the direction in which we are moving. It also indicates our concern and commitment. This is the first time programs of this sort have had that kind of information and detail available, so that we can be responsive. I was at the conference and gave a speech after the final meal. The main thrust of what I said was: "Reach out. Do not be complacent. Do not be satisfied with what you are doing now. There are those who are not being touched by the program and we must do more. We must never be complacent." That, in a nutshell, is what I said. They regretted that I took a half hour to say it, but that was my message.

Mr. Warner: When you see a report such as this there is hardly cause to be complacent. There are just two items left. One is apprenticeship, which is touched on in the report. I quote from

page 39: "We recommend that Ontario's apprenticeship program be reformed and expanded so as to increase the number of good job opportunities for youth."

Related to the Futures program, how do you intend to reform and expand the apprenticeship program to increase the number of good job opportunities?

Hon. Mr. Sorbara: You and I have had a great deal of discussion on that topic, even within the context of these estimates. I know your strong feeling about revision, reform and improvement of the apprenticeship system, but I cannot tell you any more than I told you three and a half weeks ago. Apprenticeship is one of the areas of responsibility within the ministry that we are looking at from the policy perspective and from the perspective of reform, revamping and improvement.

Mr. Warner: You are looking at it; good, wonderful. It is not just me saying it; neither has it been for some time, there are other—

Hon. Mr. Sorbara: What would you think of the grant levy system?

Mr. Warner: That is a wonderful idea. If you implement that, I would probably faint. Bring it in and let us have a look at it. I will believe it when I see it.

17:20

The last item is, for me, in terms of the Futures program, probably the most important question. The quote from page 45 is: "In other words, a stimulative monetary policy could create jobs for employment-disadvantaged youth at a lower cost to the taxpayer than the Futures work experience program."

Hon. Mr. Sorbara: A stimulative monetary policy?

Mr. Warner: Yes. It is a better way to create jobs at a lower cost. They analysed the cost of the Futures program versus stimulative monetary policies.

I want to couch my question in this framework. I imagine the folks who designed this program do not view it as the long-term answer for good, solid jobs in our economy. I hope they do not. At the very best, it is a Band-Aid; nothing more, nothing less.

It has so far been the only initiative of the government with respect to any serious, substantial initiative towards youth unemployment. What stimulative monetary policy do you have, not the stopgap measure of Futures, that addresses the bigger question of training for young people so they will have good, solid jobs we hope

they will hang on to for a good portion of their lives? What policies do you intend to bring in, what kind of direction, to go beyond the Futures program and provide something more solid?

Hon. Mr. Sorbara: You are suggesting the Ministry of Skills Development ought to initiate a stimulative monetary policy. I simply want to suggest to you these are the estimates of the Ministry of Skills Development, not the estimates of the Ministry of Treasury and Economics.

I should also say I am surprised to hear that quoted in that report. A suggestion that a stimulative monetary policy would be a more effective and more economical way of dealing with the client group we are talking about shows a clear lack of understanding about the real problems this target client group is experiencing today in the real world.

Frankly, I am not about to tell you I am taking the view that the Ministry of Skills Development will recommend a stimulative monetary policy to the Treasurer (Mr. Nixon) as the most effective way of dealing with unemployment more generally.

Mr. Warner: In other words, the government has no answer to the long-term unemployment problem facing youth other than its Futures program.

Hon. Mr. Sorbara: That is not the case at all. Rather than simply playing politics here, let us be aware that we are a provincial government living within a federation. As a general matter, unemployment is a social and economic problem that faces a federation, not simply a provincial government.

We have taken a number of very important steps in the area of employment and youth employment generally. The Futures program has perhaps the highest profile, but changes and improvements to the education system and changes and additional funding to the post-secondary system have also had a very substantial influence on these issues.

Notwithstanding the fact that we still have youth unemployment, we have taken a number of very important steps. However, I do not want to pretend you will see Ontario eliminate youth unemployment, or unemployment in general, all by itself in the absence of dramatic changes in the economy, and dramatic changes at the level of the federal government in particular. You and I both know it is the monetary policies of the federal government and the federal Minister of Finance that really have impact on employment

rates, inflation rates and rates of participation in and productivity of the Canadian economy.

Mr. Warner: I have a final comment and then I will be finished. I am very disappointed with that response. To address your first comment, of course it is the Ministry of Skills Development, but I anticipate that a responsibility of that ministry is to generate some thoughtful suggestions to cabinet on how to create programs that will help solve unemployment, particularly the youth unemployment problem or the problems facing older workers looking at technological change, and to present those thoughtful suggestions in the framework of a monetary policy, or any other form of policy, for your policy priority discussion group, looking for significant changes.

What we have in place right now is one major program, Futures, within which there are some serious flaws. I hope you are going to address those flaws. I know the person in charge has the good intention of making the program function well, but please recognize at least that it is at best a Band-Aid and not the answer to unemployment. No government should be satisfied with that.

Of course there is a federal intrusion and of course the Tories in Ottawa have very little interest in helping to solve our unemployment problems in Ontario. In fact, they do not even particularly like our college system. I respectfully suggest that probably one of the keys to solving our long-term training needs is through the college system, and the federal government has no interest in that.

We have a job to do and we have people in this province who need help. If the feds are not going to help us, then we have to do the job ourselves and find a way. Other provinces have introduced programs. Sure, we will have a debate about what program works and what program does not, but let us see something. To date, the only thing of any value at all that I have seen from this government has been the Futures program. I have not seen anything that is long-term or answers the apprenticeship problem, which is a very serious problem facing this province.

Hon. Mr. Sorbara: We could argue about that for the rest of estimates. I agree it is the responsibility of the Ministry of Skills Development to design and propose programs in respect of young people and the problem of youth unemployment. I disagree with your suggestion that it is the responsibility of the Ministry of Skills Development, in its policy component, to

develop monetary policies, expensive or otherwise, for the province.

You may have a different view of government, but frankly we do not have the capacity to do that. Perhaps we do have the capacity within the policy framework of the ministry; but we do not have the mandate to design and propose monetary policies for the government. We participate in those discussions, certainly, but we are not the lead ministry when it comes to the design of the monetary policy of the government.

Mr. Jackson: I do not suggest the minister should be responsible for developing a new economic order. By the same token, if you will recall, on the first day of estimates you talked about the problems associated with Mr. Warner's question, saying that they had a lot to do with volatile economies, that there were external factors, you introduced this new concept of this federation. However, it does beg the question of how you perceive, in short-term or long-term planning, your Futures program will survive in both types of economies.

17:30

It is generally accepted that this program has been asked to survive during one of the better economies in Ontario's history. That would have been a better way to ask the question of the structure of Futures. The history of the problems with employment and the economy and how governments and cabinets have at their disposal various ways of getting the unemployed out of the unemployed category and finding them work is well known. We have seen make-work projects and keeping them in schools; we have seen different policies. They were short-term policies, what Mr. Warner calls Band-Aids.

Help us to understand how the Futures program fits into the context of its survival in both strong and weak economies. That would be of more concern to me, because it would tell me you have a long-term plan with respect to ensuring some objective. It is not short-term, such as "I have to get all these young people off the streets and get some money in their pockets." Surely there is more promise to the program than that.

Hon. Mr. Sorbara: The Futures program is not primarily a job creation program. It is a program for training young people. In short, it is what I described as a point-of-entry program for a certain community of people, a certain client group that has identifiable barriers to the work place. In both strong and weak economies, there will be a clear and identifiable need for such a point-of-entry program. That sort of program

needs to be characterized by training; training characterizes and differentiates Futures from many of its predecessors. You must understand that we are not primarily dealing with economic initiatives but with socioeconomic issues.

Mr. Jackson: I want to try to grab this with you if I can. I suggest it is in a good and healthy economy that the Futures program can work, because it involves a partnership with the private sector, which can open up a position, subsidized or not. In a very poor economy, that option does not exist.

Structurally, that creates some problems for delivery. You are going to have to fall back to a classroom environment with less practical application, because the unemployment out there is significant. We are not at top-speed employment, but we are in a heck of a better position than we were four years ago. That is the nub of what I am getting at.

I understand how the program works. I am trying to put it in the context of a volatile economy when you do not have those kinds of options, unless you are prepared to admit that it would hardly matter whether we had a good economy or a bad economy, that there would be people willing to take these young people and you would get co-operation from unions and so on. That is the context in which I wanted to convey the question.

Hon. Mr. Sorbara: We do not have in place right now the structural changes we would make to the Futures program in a very different economic environment, but I disagree with you that the current structure can only survive in a vibrant economy.

Mr. Jackson: It works well in a vibrant economy. I am not prepared to say it will not survive.

Hon. Mr. Sorbara: It does work well in the current economy. I have said on numerous occasions within these estimates that one of the chief components of the Futures program is that it is and will always remain a flexible program. We have to be ready to make structural changes as they appear necessary. We do that on an ongoing basis. That does not go so far as to say we have a complete and comprehensive plan ready to adjust Futures for a world in which we face severe recession rather than fairly vibrant economic growth. Does that answer your question?

Mr. Jackson: I thought that would have been a better way to pursue the ability of your program to meet the needs of Ontario workers as opposed to creating some new economic order. I want to

go back and quickly touch on two or three items and then get into a new line of questioning.

The Vice-Chairman: Mr. Jackson, is it your intention to wind up this afternoon, or do you want the additional time we have left?

Mr. Jackson: How much would be left?

Clerk of the Committee: We will have 30 minutes.

Mr. Jackson: I would like them, but I am not prepared to hold up all your staff. Let us see how well we do in the next 20 minutes, if that is possible. The question may be premature.

We raised this issue of the Swedish model once before. The reason I want to bring it up again is only from the point of view of what I have been trying to stress. There are some necessary and appropriate linkages with our secondary schools that I feel are opportunities that are being passed over. Without trying to be inflammatory, I might suggest to you that it is because, in your capacity as Minister of Colleges and Universities, you have a purposeful view of the role of colleges and universities in your skills development model for Ontario.

It gives me considerable concern, because there are so many successful models that work well with linkages to secondary schools. The Swedish model is built primarily on a national, legislated commitment that jobs would be linked to academic development. Therefore, there is a combined community acceptance that schools will perform in such a way that they can virtually—not literally, but it is worded in that way—guarantee certain types of employment.

That is close to what Mr. Warner is referring to as the political will. When we talk about political will, it is not just a simple statement. You have to develop a whole structure that reinforces that and consistently stay with it. The reason the Swedish system works so effectively is their commitment to apprenticeship development at the equivalent of our secondary school level.

Within your ministry, there are qualified people who have visited several of the European countries that have developed successful models, where the youth unemployment figures are very modest compared to ours. It is the success of those models that, I am disturbed to learn through these estimates, you are not looking at seriously. I did not want to let that pass, because the issue for me is not whether Swedish democratic socialism is an effective engine against unemployment. The issue for me is, what are the component parts of that model that work effectively?

In fairness, I do not see the kinds of linkages, and that is the message we are getting from the trustees, the teachers and the administrative officials in our schools. That is why they wrote the Premier on Friday, asking him for a meeting. They do not see that commitment.

You had difficulty understanding the question I raised with respect to the students with learning disabilities. I have had extensive experience on the board of a youth employment service, and I have also been involved with the special problems and needs of high school drop-outs. I have spent the last 10 years working in that area, and I understand you have considerable background in that as well.

You cannot deny that we have appropriately skilled instructors in our secondary schools who are not utilized as effectively as they could be. There has been a contention that young people do not like to return to high schools because, whether or not they are prepared to admit it, that is where they had a sense of failure; they were drop-outs. There are social problems and pressures. That does not necessarily mean the community college is the only alternative location and therefore the best venue to deliver certain programs.

Earlier in these estimates, I asked whether you would consider using the highly skilled and certified teachers in our secondary schools, and talk to the Minister of Education about that, in our community colleges. There are some labour questions raised when you start talking about those things, but it is very appropriate, since they have the skills, that we should be working with them. There is a considerable degree of tenure uncertainty in our secondary schools. They may welcome an idea of developing the pre-employment training portions of the delivery mechanism for your ministry.

17:40

That is why I have been stressing "why" throughout. If you take it all back to the Swedish model, you will see that those kinds of things have worked effectively. It was not just a specific political statement. It required a collective will and a tremendous amount of co-ordination of all the educational elements.

I fear, and this is my perception, that we are trying to do too many things under one umbrella. I have several questions with respect to how we are linking a person in this province who is no longer 24 and who has to walk away from the programs you provide; yet we are not giving the kinds of financial support to our help centres. Does something magical occur when his 25th

birthday occurs? Where is the continuum there, if you are talking about the flexibility?

There is a great deal of uncertainty; I might even say a bit of financial paranoia. I would like to raise with you some examples of help centres in financial difficulty. I hope you will be able to respond and suggest that there is a financial plan in place and that I can set aside the fears of those three or four help centres. Anyway, those were comments. I am just wandering at this point. I wanted to get back on record at that point.

Hon. Mr. Sorbara: As you wander, let me just help you down the path for a minute or two. I think much of this discussion on whether we are using our secondary school system most effectively is a turf issue for which I frankly do not have a great deal of sympathy.

I consider that we are all in it together, in one province, trying collectively to work together towards common solutions. There is a fair degree of movement between the college system and the secondary system. One teaches perhaps for a number of years in the secondary system and then participates in the college system. You will be creating the wrong impression if your vision or suggestion is that we have Futures participants as part of a mainstream student body in community colleges now that they are attending college.

The fact is that many of these pre-employment preparation programs go on in church basements, in facilities located right in the heart of the communities where the kids come from, and there is very little or no identification at all with the community college. There is far more identification with an unemployment and training program delivered and specifically designed for the client group.

Who are these teachers? Some of them are long-time teachers within the college system. Some of them are long-time teachers within the secondary system. Some of them help out in a variety of ways. In many instances, for example, with youth employment counselling centres, there is a very vibrant representation on the boards and within the shop itself of people involved in the secondary system.

The discussion too often centres on: "This is our responsibility. This is our turf. You are taking away some of our mandate, some of our responsibility."

Mr. Jackson: It is that exact attitude that I am trying to get at with respect to you in your capacity as Minister of Colleges and Universities. You are not even seeing the very point I am trying to suggest that this ministry may be falling under.

Hon. Mr. Sorbara: No, but I think you suggested that we have expertise in the secondary system and we are not using it. Oftentimes the physical structure of the secondary school is something that creates paranoia, undue fear, within the target client group.

Mr. Jackson: I am aware of that. We have created all sorts of alternative programs in our schools that are not being funded, that are not directly linked. For example, why do you open up in a community college and establish a youth employment counselling centre in the same community? What kind of signals are you giving to a community when all your advertising budgets are going into the Futures program and none to youth employment counselling centres. How are we getting the message out that there is an alternative for counselling within the community, which is not going to be university-based and which is not going to be subsidized? To what extent are we committed to that if we are not even advertising it?

Hon. Mr. Sorbara: Futures is a program and there are two primary deliverers of that program: youth employment counselling centres and the local college of applied arts and technology. When we advertise the program and use a hotline, an individual is immediately referred to the most appropriate centre. There were those who suggested that the Minister of Colleges and Universities ought to ensure that the Futures program is delivered exclusively by community colleges. I did not take that advice and I did not follow that tack because we do have a vibrant community and a vibrant group of youth employment counselling centres that had the capacity to deliver the program, so that is what we did.

The Minister of Education and I discuss these issues on an ongoing basis. There are programs developing within his ministry, transition-to-work programs, that have an effectiveness and responsiveness based on the needs that are identified by secondary schools and boards of education. I think you are making more of this issue than it really warrants.

Mr. Jackson: I am getting feedback from the youth employment counselling centres and from the community colleges out in the field. There are different sets of criteria for both in terms of their delivery, their funding base and substantiating their existence. That is well documented. The YECCs are unable to get access to the kind of funding that a community college has for this program. A community college does not have to operate the program for a year to see if it can get

the programs that can survive and develop the co-equal dollars from the private sector and from community resources; correct?

Hon. Mr. Sorbara: That is right. However, first of all, funding for the Futures component of the youth employment counselling centres is 100 per cent funding; and second, we believe in the work that youth employment counselling centres do and fund them significantly. Fifty per cent of their funding comes from the Ministry of Skills Development. In addition, through ministry officials, we do a great deal of work in the incubation, the creation and the putting in place of a youth employment counselling centre. We foster them; we are proactive in that regard. If you are telling me that you do not think very highly of community-based projects such as youth employment counselling centres where funding comes in part from the community and part from the provincial government, I disagree with you.

Mr. Jackson: I am telling you that as a member of the board of a youth employment counselling centre in this province, I have seen how they have had to struggle and compete with their coterminous operation at the community college. That is the whole point.

Hon. Mr. Sorbara: It is not a matter of competition. In fact, there was a suggestion in the early days of Futures that this would create competition, but the problems that have arisen have been dealt with and the two primary deliverers of the program work rather well together.

Mr. Jackson: Who was monitoring your Futures conference when all these points were raised? Who from your ministry was monitoring the question of the effectiveness of YECCs and community colleges and the appropriate placement of individuals through the various programs? Who was listening when these points were raised during the question and answer and comment sessions of your conference? I understand it was effective from the point of view that it was a process by which the good things and the areas of improvement could be given a full and open airing.

You indicated you were unable to participate in much of it because of your busy schedule. Who within your ministry is giving you the report on what was being said? I am not telling you anything that was not raised in that session. If this has not gotten to you then whose responsibility is it to get it to you?

17:50

Hon. Mr. Sorbara: Bill Wolfson would be more than happy to answer that question and tell you who within the ministry, including himself, was there. I know he was there.

Mr. Wolfson: I was there for almost the entire conference, as was the senior manager responsible for youth employment counselling centres and the delivery of the Futures program, who was there the entire time. About 100 per cent of the staff on the Futures side of my organization was there, with the exception of one individual each day who was back at Queen's Park ensuring that we had coverage on the phone. In total, each day we must have had eight to 10 staff members there.

Mr. Jackson: Were they just listening, or are you developing some document in terms of advice?

Mr. Wolfson: Perhaps the session that you are particularly referring to might have been the last session on the final morning, in which there was an opportunity for groups to get together with the YECC directors, the college managers and the folks in pre-employment preparation, to go into little study groups. They were challenged to review the operation of Futures in the past and to look to the future and then come back to a plenary group and report on those deliberations. We have indicated to two of the delivery organizations that there will be a report forthcoming on that session. I believe there is a first draft of it now.

Mr. Jackson: Would it be possible for the critics to get copies of that report?

Mr. Wolfson: I would have to turn to the minister. I do not see why that would be a problem.

Hon. Mr. Sorbara: As soon as it is a public document, we would be more than happy to provide it to you.

Mr. Jackson: Mr. Wolfson, you were present for that final session?

Mr. Wolfson: I chaired that session.

Mr. Jackson: Would you say you stylized that as productive and that a series of concerns were aired in a way in which areas of improvement have been identified? Can you stylize it as that?

Mr. Wolfson: I would stylize it as a session in which there was considerable support for what has gone on in the Futures program to date and some areas were identified as needing to be looked at for the future.

Mr. Jackson: What were those areas?

Mr. Wolfson: We had areas in relation to topics that have already been talked about here,

for example delivery in northern Ontario. There were comments on the guarantee portion of the program—

Mr. Jackson: By guarantee, you mean the funding commitment—

Mr. Wolfson: The 52-week portion of the program.

Other areas included the challenges in providing the appropriate educational support of three hours a week, and some of the issues the minister has talked about in terms of trying to find in communities across the province a mechanism so that young people can participate in that guarantee option and the heavy reliance on correspondence education to provide that.

Mr. Jackson: Did they identify the issue of the less than clear role for youth employment counselling centres?

Mr. Wolfson: I do not recall that coming up at the Futures conference.

Mr. Jackson: I am referring specifically to that session because that is the session that I had reported to me where these certain statements were raised.

Mr. Wolfson: I cannot say with certainty; I do not have the report in front of me. I know that youth employment counselling centres have, on occasion, expressed feelings on their efforts with regard to their non-Futures clients. One needs to remember that youth employment counselling centres have, on average, one third of their clients participating in Futures and perhaps two thirds are dealt with in other ways. There has been a problem which they have identified, namely a lack of recognition in the community that they provide services other than access to Futures. Whether that came up at that last session or not I cannot remember. It is a problem that we at the ministry are aware of.

Mr. Jackson: They also indicated a concern about advertising budgets which were primarily geared towards Futures and not to the varied clients. Are there any recommendations forthcoming to the minister to improve that? Does the minister have any plans to do any changing?

Mr. Wolfson: In fact, just prior to the Futures conference, we did provide the youth employment counselling centres with an early look at some materials that had been developed to promote their activities in their own communities. By now all that material is out to them. It is a set of materials that will support their non-Futures-related activities in their communities.

Mr. Jackson: I understand as well that some of the community colleges and youth employ-

ment counselling centres in close proximity to each other referred to the fact that about 23 per cent of the pre-employment instruction was academic upgrading but the balance was life skills. There was some concern expressed that perhaps the YECCs would be a more appropriate mechanism with which to provide those programs. Do you recall any comments at that time on that issue?

Mr. Wolfson: I do not recall that specific discussion. I think it is fair to say that pre-employment preparation is a combination of upgrading and life skills training. It is a question of the work experience; these come in various proportions depending on the individual. The strengths of the youth employment counselling centre come from individualized counselling on a one-to-one basis.

What I do recall being stated at the conference was the notion that perhaps as a system there could be improvements in cross-referrals between the two sides. Some young people have shown up on the doorsteps of the community colleges, whose original entry point might best have been the youth employment counselling centre and vice versa. Perhaps both sides are not doing as good a job as might be done to make the cross-referrals. That is the comment I recall being made.

Mr. Jackson: There were some questions raised at the conference about funding levels. Certain cheques had not been forthcoming. There is a natural paranoia on the part of some of those groups. The program is popular; it has been subscribed; there is discussion of expansion. Specifically, I have heard comments to that effect from Collingwood, St. Thomas, Kettle Creek and Ohsweken. Have those matters been resolved to the satisfaction of the groups? There was a delay in getting out that funding and getting a clear statement. Has that been corrected?

Mr. Wolfson: For the colleges, the process of providing funding to teachers' offices that have been approved is a direct delivery of the funds to them through direct deposit. We use our colleagues in the Ministry of Colleges and Universities and the Ministry of Education to deliver it. That is a regular routine.

On the YECC side, there are bimonthly payments to the youth counselling centres. That is regular and routine, and I do not think there are any problems in delivering funding to those centres that have been approved.

I believe the ones you have mentioned are all new YECCs, recently established and approved. The process there is to ensure that they establish

themselves as YECCs first. After all, that is two thirds of their work, on average. Part of the process of startup is discussions with them around the appropriate point to introduce the Futures program. I believe we have had discussions with all those centres around that.

Mr. Jackson: Are you telling me then that Burlington, Collingwood, St. Thomas, Kettle Creek and Ohsweken are not past that probationary period, or whatever you want to call it?

Hon. Mr. Sorbara: While Bill is looking up those specific instances, it is not so much a probationary period. The message we are trying to get out to the community is that a youth employment counselling centre is not a Futures office; it is a youth employment counselling centre. It has a life of its own, independent of its capacity—

Mr. Jackson: I am sorry, sir, but I am on a board. I understand how they work. I am on a specific one that is having difficulty getting some clarity on the issue of its status.

Hon. Mr. Sorbara: Then you understand it has the right to apply to receive funding as a youth employment counselling centre—

Mr. Jackson: Exactly.

Hon. Mr. Sorbara: —and as a separate determination, qualify to deliver the Futures program.

Mr. Jackson: Out of which budget are you paying them? Where are the funds coming from for youth employment counselling centres?

Mr. Tully: They are coming out of the overall budget for youth programs.

Mr. Jackson: It is coming out of the youth opportunities program, not Futures.

Mr. Tully: That is correct.

Mr. Jackson: We are getting close to the answer here. What is the status of one or all of those groups with respect to their funding as a youth employment counselling centre?

Mr. Tully: My understanding in the case of the Burlington centre you are interested in is that it has been approved and is receiving funding as a youth employment counselling centre. It has made application to participate as a Futures centre, and that application is under review. Part of that review is a review of its activity and capacity as a youth employment counselling centre.

The Vice-Chairman: Do you want to continue or shall we call the votes?

Mr. Jackson: I have several questions about help centres, and we have not done anything for the older workers. I would prefer to use the time we were allotted in order to get some answers.

The Vice-Chairman: That being the case, we shall adjourn until tomorrow after routine proceedings, when we shall continue with half an hour of these estimates. We will complete them, take the votes, and then shall we move on tomorrow to the estimates of the Ministry of Health?

Clerk of the Committee: We are not sure yet.

The Vice-Chairman: We will find out at that time. That leaves us with a little suspense to live with.

The committee adjourned at 5:59 p.m.

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Witnesses:**From the Ministry of Skills Development:**

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 (York North L)
Tully, D. B., Deputy Minister
Wolfson, W. G., Director, Youth Employment Services Branch



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Education Amendment Act

Second Session, 33rd Parliament
Tuesday, December 2, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 2, 1986

The committee met at 3:16 p.m. in committee room 1.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT (concluded)

On vote 3401, skills development program; item 2, skills training:

Mr. Chairman: The committee will come to order.

We are on vote 3401, Ministry of Skills Development. Thirty six minutes are left. Make the most of them.

Mr. Jackson, I presume you might have had the floor at this point.

Mr. Jackson: Yes, I did, and my colleague the member for High Park-Swansea (Mr. Shymko) had a couple of questions he wanted to raise. I thought you would enjoy the opportunity of welcoming him.

Mr. Chairman: We are always pleased to have the member for High Park-Swansea in our midst.

Mr. Shymko: Mr. Chairman, this brings back nostalgia.

Mr. Jackson: Mr. Shymko, we have 36 minutes.

Mr. Chairman: Tell us a story.

Mr. Shymko: I would like to address to the minister some concerns I have within the area of my responsibilities as critic for multiculturalism.

The minister is aware of a meeting that was held by the deputy ministers of all ministries whose delivery of services may impact on the formulation of a new multiculturalism policy by the province. It is my understanding that the minister had a concern that his ministry had not been consulted. He has indicated that he has no record of receiving an invitation for the meeting on October 3, 1986, at which the proposals for a new multiculturalism policy were discussed. Is that true?

Hon. Mr. Sorbara: I am not sure the member was correct in saying that this brings back nostalgia. Does it bring back nostalgia, or do you just experience nostalgia?

Mr. Chairman: Sometimes you bring it up. It all depends on how heavily it is laid on.

Hon. Mr. Sorbara: It is being laid on now.

I have no recollection at all of expressing concern about lack of consultation. I can tell my friend that obviously he is aware—I do not think it ought to be denied, and I think it ought to be acknowledged, saluted and celebrated—that the government is in the process of considering, working on, shaping, drafting a revamped policy in respect of multiculturalism. I am not aware of the meeting on October 3 that he refers to, but I can tell him the policy is under active and continuing consideration within the various ministries, and certainly the Ministry of Skills Development will be an active participant. We will have ample opportunity to have input into the shaping of the policy and to affect the outcome of that policy.

Mr. Shymko: I think the minister is very sincere in saying he was not aware of the October meeting, which was to develop a five-year action plan by March 1987 in the area of multiculturalism. I do have a confidential cabinet document before me.

Hon. Mr. Sorbara: Most everyone does.

Mr. Shymko: Some of us have the privilege of receiving them by some mysterious sources.

Mr. Chairman: I keep sending mine back.

Mr. Shymko: I understand your ministry's position on the proposed policy is, in principle, as the document says:

"Given the absence of full consultation to date," with your ministry, "lack of a specific action plan and implementation costing, your staff cannot concur with the Ministry of Culture and Citizenship's recommended options."

Do I understand that this is the position of your staff?

Hon. Mr. Sorbara: May I ask the member what confidential document he is quoting from?

Mr. Shymko: I can give you a copy of it if you want.

Mr. Chairman: That is very kind.

Hon. Mr. Sorbara: You are reading a quotation from something or someone. Everyone is flipping papers around. Does everyone have a copy of the confidential document?

Mr. Shymko: Your staff are careful in maintaining a neutrality in not signing these

documents, but I will gladly give you a copy of this one. On page 3 it says, "MSD comments." I am not familiar with MSD.

Hon. Mr. Sorbara: Ministry of Skills Development.

Mr. Shymko: I believe it would be Ministry of Skills Development. It may mean something else, but my conclusion is that it refers to your ministry.

Hon. Mr. Sorbara: Sure.

Mr. Shymko: It says, "There have been concerns raised," by your ministry and your staff in the following area on this policy. For some reason I see February 1988 creeping up on three occasions and reference to the monetary implementation. Is this a signal that we may not have an election until the spring of 1988?

Hon. Mr. Sorbara: I am not at liberty to tell you when the election is going to be until we have completed these estimates.

Mr. Shymko: The first question I have, and the concerns your ministry has raised in regard to the proposed policy changes, is, "The prohibitive costs that may be incurred in the area of contract compliance and tailoring of delivery mechanisms." If there is a change in the multiculturalism policy and the delivery of services by various ministries, including your own, you have a serious concern about prohibitive costs.

Another area of concern you have had is a surprising one. Knowing your background and your sensitivity, I cannot understand that your staff would be saying this. It says there is a concern about "the appropriateness of promoting melting-pot philosophy as opposed to a Canadian-Ontario culture." In other words, is it more appropriate to have a melting-pot philosophy rather than Canadian-Ontario culture in this new policy? Or is your concern that we should have a Canadian-Ontario specific culture versus the undesirability of a melting-pot philosophy?

Can you address those two issues, the cost factor and the philosophy? What is the philosophy of your ministry on this area?

Hon. Mr. Sorbara: Is my friend asking me what my personal philosophy is or what the position of the ministry is?

Mr. Shymko: Both.

Hon. Mr. Sorbara: In respect of the ministry, it was making comments on a draft document. Those would be the comments of specific individuals within the ministry charged with the responsibility of suggesting responses to a draft cabinet document, which was confidential. With that said, you have to wait two or three days

before you get your copy. They do not represent the position of the government, of the ministry itself or of me personally.

I have had a brief opportunity to review various submissions and various drafts of a document setting out a revised policy on multiculturalism. I am satisfied that the work going on within government and the input coming from all ministries will result, in the fullness of time, in a more effective policy.

What is my position personally? I think we have had a rather good record thus far in this province and in this country on issues relating to multiculturalism. I consider Canada to be a multicultural nation. However, we have more work to do in creating an approach that does not relegate issues of multiculturalism simply to the maintenance of a particular ethnic dance or ethnic way of eating. There is a downside or a dark side to multiculturalism if it creates a dodge for individuals to be taken up with maintaining their culture while those who exercise greater degrees of economic, political and social power in the society solidify their positions.

On the one hand, we must maintain an environment where people of every background who come to root themselves in Canadian soil have an opportunity to thrive in that soil. I prefer a vegetable garden with many varieties to a dull corn field where every seed is the same.

In addition to that, we need to go further in the area of multiculturalism. Multiculturalism in the future means that this province and this nation become more active, more interested in and more responsive to the issues relating to other cultures and states. It speaks to an international policy. It speaks to being sensitive to, aware of, concerned about and involved with the problems of this world in the Middle East, the Far East or on the European continent and to find appropriate ways of expressing that concern on Canadian soil. I am not sure we will go all that way with the new multicultural policy for Ontario, but we ought to be moving in that direction.

Those are the comments I will bring to a consideration of the document when I get my confidential copy, which is generally about five days after you get yours.

Mr. Shymko: I will be pleased to give you a copy of this. It is dated October 16. There are 24 pages. I have it with me.

In an interview with one of our Greek ethnocultural newspapers, the Premier (Mr. Peterson) says that if one asks him about multiculturalism, the first answer he gives is, "Look at the composition of my cabinet."

Among the first names he mentions is yours as someone who understands and is sensitive to the issue and who symbolizes the changes Ontarians may expect in this area.

I am completely dumfounded that when the Premier prides himself on your presence in cabinet, you are not aware of—indeed, have not seen—this document, more than a month after its submission, after a major meeting of ministries providing the delivery of services that may impact on this policy.

Hon. Mr. Sorbara: You know I am just having you on. I have reviewed the document.

Mr. Shymko: Do not have me on. I do not like to be taken on.

Hon. Mr. Sorbara: I have seen the document and have reviewed draft submissions. Frankly, the comments of my own ministry that you read have not come to my attention.

Mr. Shymko: I will skip the document and give you the comments of your ministry. You should be aware of what your staff are saying.

Hon. Mr. Sorbara: Those will come to my attention soon enough.

Mr. Shymko: I am glad to hear that. I am pleased to hear you have seen the draft proposals and have made some personal comments in this area. I want to ask you about those, since I have not seen your comments; those have not been delivered to me as yet, but they may be. In due time someone may slip that information to my office.

I would like to quote a very important paragraph. It says the following:

“Nor should Ontario’s policy on multiculturalism be construed as abrogating in any way past commitments made by the government of Ontario. Its intent is to acknowledge that culture is a fundamental human right based on freedom of choice. Its objective is to ensure that individuals of all cultural heritages have equal opportunity to participate fully in Ontario society.”

It is very interesting that one speaks now of fundamental human rights of cultural retention, which smacks of constitutional rights, the Charter of Rights, etc. Let me ask your opinion about some of your staff’s comments in the area of rights. I compliment the Ministry of Citizenship and Culture in saying it is not abrogating the things that have been done in the past, because a lot of good things have been done in the past in this area, thanks to the resourcefulness of the very effective opposition of the day, whose

positive criticism and objections have made that possible.

15:30

Hon. Mr. Sorbara: And the New Democratic Party as well, I assume.

Mr. Shymko: And Her Majesty’s loyal opposition at the time, the official opposition—namely, the present party in power.

Your staff are making an interesting comment, which I would like to read to you. It says the following: “Other large multicultural groups, although not as historically established in Ontario as francophones, can be expected to request the same level of consideration afforded French-speaking Ontarians.”

This comment comes under the subheading that at the deputies’ meeting on October 23, several concerns emerged. This is a concern. Since your ministry was not represented at that meeting of October 23 by your deputy minister—am I assuming correctly that there was no representation, that your deputy minister was not there?

Hon. Mr. Sorbara: I do not know whether he was or not. He can answer for himself.

Mr. Shymko: May I ask the deputy minister? Does he recall being at a meeting on October 23?

Mr. Tully: I am not sure which meeting you are talking about. Perhaps if you shared the document—

Mr. Shymko: It says, “At the CCSP deputies’ meeting.” “CCSP” may mean “cabinet committee on social policy.” Is there such a body?

Mr. Tully: Yes.

Mr. Shymko: Do you recall being at a cabinet committee on social policy deputies’ meeting?

Mr. Tully: They are held every two weeks, so I can recall being at many of them.

Mr. Shymko: Therefore, you may or may not have been at this particular meeting. You do not recall.

Mr. Tully: I do not recall.

Mr. G. I. Miller: Give him a copy of yours.

Mr. Shymko: I do not have a photocopy here.

Interjection: We do.

Mr. Shymko: As I have promised, I will. We have a very co-operative caucus office down the hall.

The minister and I see eye to eye on these issues; we agree on the concerns. He has difficulty with some of his staff, maybe with his deputy minister, who does not recall even attending these meetings.

What is your view? Do you share the feeling that there is a fear that the larger groups may have expectations of following some of the services and delivery we give to Franco-Ontarians, that this is a serious concern and a fear?

Hon. Mr. Sorbara: At this point, I do not want to attempt to articulate either ministry or government policy. I would be concerned if we approached the business of culture within the context of fundamental human rights. The question of the right to use language and entrench language rights in a provincial or a federal constitution would give me concern.

Mr. Shymko: It would, eh?

Hon. Mr. Sorbara: It certainly would.

Mr. Shymko: Have you read the private bill that the member for Oakwood (Mr. Grande) is presenting on the heritage languages?

Hon. Mr. Sorbara: No, I have not read that bill.

Mr. Shymko: You should take a look at that, because it affects the question very fundamentally. It speaks of the two official and other languages.

Hon. Mr. Sorbara: The member for Oakwood is free to present whatever bill he chooses to—

Mr. Shymko: It is a great bill, but it lacks some amendments. I hope that in the light of the wisdom of your party, you may change some things. What you are saying is a serious concern.

Hon. Mr. Sorbara: It may be of serious concern. It is a personal viewpoint that I am expressing. I do not believe we will further the development of our multicultural nation by getting into a quasi-constitutional debate that the right to use a particular language—to work, study or play in a particular language—should become a fundamental right, with all the constitutional trappings that would ensue from it.

Mr. Shymko: Are you familiar with the section of the Charter of Rights that makes reference to multiculturalism?

Hon. Mr. Sorbara: To which section are you referring?

Mr. Shymko: I am talking about the Canadian Charter of Rights.

Hon. Mr. Sorbara: To what section in particular are you referring?

Mr. Shymko: Section 27, I believe, and also to some degree section 15. The reference is that all the policies and services of the government of Canada should reflect the multicultural nature of Canadianism and of our society.

Hon. Mr. Sorbara: That is right.

Mr. Shymko: In other words, your ministry should reflect the linguistic and cultural diversity of our society, as the federal charter is saying.

Hon. Mr. Sorbara: Absolutely, yes. But that is separate and apart from the question of whether a particular language and the right to use and work in languages ought to be entrenched constitutionally.

Mr. Shymko: That is an interesting statement.

Hon. Mr. Sorbara: Italian is probably the most popular or most used third language in Ontario, at least in the Metropolitan Toronto area. Should it become a language of the Legislature? Frankly, I think not.

Mr. Shymko: Yes, I think that way.

Hon. Mr. Sorbara: It should be a language of the street and it can be a language of business, but I do not think it ought to become a language of the Legislature in the way in which French has recently become a language of the Legislature.

Mr. Shymko: Although you would not violently object if I were to make some remarks, with the permission of the House, in Italian.

Hon. Mr. Sorbara: No, and I think that should be welcomed.

Mr. Shymko: But you know that currently the policy of the House is that you cannot do so unless you have the permission of the Speaker.

Hon. Mr. Sorbara: That is neither here nor there. I have heard you use a number of languages in the House, and that should be celebrated.

Mr. Chairman: All of them parliamentary.

Mr. Shymko: But it is an interesting point. The question certainly has many aspects to it, and that debate will continue.

As we continue in the area of rights that is referred to by your senior colleague and the delivery and the formulation of that policy, it is important that we as members of the Legislature see some agreement; and if there is disagreement, we would like to know why. For example, your staff are saying that there is the following concern, which you hinted at or alluded to. I will give you a copy of this, as I promised: "The use of the individually oriented charter as a cornerstone for a policy primarily aimed at groups of people is a concern" to your staff. Can you dwell on that? Why is it a concern?

Hon. Mr. Sorbara: It is obviously a concern to the author of the statement.

Mr. Shymko: Who represents you.

Hon. Mr. Sorbara: No, who advise me. They certainly do not represent me. We work together. That is obviously a view expressed by one policy analyst reflecting one view of the submission.

Mr. Shymko: Do you interpret the section in the Charter of Rights that refers to multiculturalism as an individually oriented charter or section?

Hon. Mr. Sorbara: Without initials or without any indication of where the document came from, I cannot even tell you—

Mr. Shymko: It says “MSD comments.”

Hon. Mr. Sorbara: Are you asking me what I think of the—

Mr. Shymko: Yes. Do you see the reference to the section of the Charter of Rights as dealing only with individuals or do you think it deals with groups? Do you see group rights or do you see multiculturalism only as individual rights?

Hon. Mr. Sorbara: I do not purport to be a legal expert on the charter. The charter is certainly a constitutional document that is concerned with individual rights; probably it has more orientation towards individual rights than it does towards group rights. But surely when the charter makes reference to two founding languages and two founding cultures, we are also talking about rights of groups within the society.

We are talking about the reflections of one analyst in one ministry, perhaps MSD, but I cannot give it any more credence than that.

Mr. Shymko: But do you see your ministry as having an impact and playing a major role in the delivery of services that will enhance the cultural policy, where one speaks of rights of individuals and groups—

Hon. Mr. Sorbara: I see my ministry as responsible for participating in the shaping of a policy of the government and thereafter, once a policy is adopted, articulated and confirmed, to approach the delivery of programs within the context of that policy.

Mr. Shymko: I do not know how much time is left, but I am doing fine?

Hon. Mr. Sorbara: You are doing very well as far as I am concerned.

15:40

Mr. Chairman: The difficulty is that I have just been given hand signals of various kinds to say that each of the critics would like about three minutes to wrap up and the minister would like to say something.

Mr. Shymko: I want to thank my caucus critic for allowing me to participate in these estimates and to express some concerns and raise some questions.

I have just one more question to ask in conclusion. I could be here for quite some time.

Mr. Chairman: We wish you had come earlier.

Mr. Shymko: This may be a resource document for further questions to a number of ministers in the Legislature. The concluding question I have is under “MSD comments” as well. This is a concern of MSD: “Shouldn’t respect for cultural distinctions be balanced by goals of integration or a sense of joining?” What do you mean by that? I have always been confused with the terms “integration” and “assimilation.” People think they mean the same thing. Is integration assimilation?

Hon. Mr. Sorbara: I would not say so. I think you would find separate definitions in the dictionary, and I think in practical application and in political terms you would find different definitions. But I think there is some validity in that comment. We have to balance our concerns with ensuring that Canada’s multicultural heritage continues to flourish and prosper. On the other hand, we have to be concerned about identifying those common roots and elements and issues that join us together as a people.

Mr. Shymko: But you still do not see this as meaning melting-pot preference?

Hon. Mr. Sorbara: No.

Mr. Shymko: As being more appropriate as another section in “MSD comments.”

Hon. Mr. Sorbara: I do not see that, but I have an abiding concern in the area of policies respecting multiculturalism about its ability to be utilized by government as a concession to what are described as ethnic minorities, and I do not like that phrase.

Mr. Shymko: We are all ethnics, as you know, whether we are Scots or Irish or—

Hon. Mr. Sorbara: We use that phrase with some abandon around this place in so many different contexts. I have an abiding concern that policies that provide certain concessions in the area of culture—“Yes, we will allow you to do this”—have elements of racism that allow the existing relationships of power to be solidified in the society. My approach would be for a greater sharing of the collective power of the state.

Mr. Shymko: That there not be a ghettoization type of mentality.

Hon. Mr. Sorbara: Not even ghettoization. Why is it such a big deal that Sorbara, just because he has an Italian heritage, is a God-damned cabinet minister? Big deal. I am sorry. That was unparliamentary.

Mr. Shymko: Your appointment was because of your talents. I want to thank the minister—

Mr. Chairman: The minister will be struck from the records.

Mr. Shymko: Thank you for further confusing me on the issue, as I find the document confusing.

Hon. Mr. Sorbara: I am not sure I have confused you on the issue, but I would not mind having a copy of that.

Mr. Chairman: We would all love a copy.

Mr. Shymko: I will have to check with my own conscience, but I did promise the minister copies. He probably has that in his office, but I will photocopy it for him.

Hon. Mr. Sorbara: I would not mind a copy anyway, just to make sure that you are reading from it.

Mr. Shymko: Do you want everything, or do you want the “MSD comments”?

Hon. Mr. Sorbara: No; just the “MSD comments.”

Mr. Chairman: I would have preferred it all. Thank you very much, Mr. Shymko. Very nice of you to drop in.

We will do it in reverse order. We will have a vote at the end. We will have three minutes from each of the critics. We will not have quite that; it will be about two and one half each. If you would like to make just a few concluding comments, then we will vote.

Mr. Warner: I will be very disciplined. I have one simple question. You mentioned the Futures conference that you had previously. I would appreciate receiving information about any future Futures conferences. I do not know whether I am permitted to attend, but I certainly would like the opportunity to attend.

Second, I went back over the Hansard and I would appreciate a clear statement on the future of the unemployed help centres. They are still in the dark as to their future. The statement you made is not very helpful. The only thing you said was that they are still subject to the sunset provision. I will be quite candid. It appears to me that you have decided you want to end them. What you are doing is developing a process in which they will die a natural death; you will systematically starve them out. If that is the

government's intention, then you should say so. On the other hand, if you intend them to remain, then you should say so. To date, they are in the dark.

Maybe I can do a very quick summation. In my opinion, there are a number of very serious problems which this government has yet to tackle and appears unwilling to tackle. There is the apprenticeship problem, and the problem with unemployed youth. The Futures program is the only major program the government has, and it has not been very successful. There has been some success, but it has been quite limited. The problem of older workers is becoming increasingly difficult. It is only going to get worse over the next couple of years. There will be more and more older workers facing unemployment. Some of them will need retraining; some will need a new opportunity.

The government is not showing leadership on an entire range of difficulties. It is sad. We need it. This should be the most high-profile ministry around and the one that deserves the greatest attention. You have a terrific staff, and I know they are doing the best they can to prop you up.

Hon. Mr. Sorbara: Who is doing the best they can to prop us up?

Mr. Warner: Your excellent staff.

Hon. Mr. Sorbara: I see.

Mr. Warner: Unless you and your government are prepared to come to grips with the apprenticeship problem, I suggest we will continue to see the importing of skilled labour from offshore, as has always been done.

Mr. Chairman: We are going to leave your comments until Mr. Jackson has made his, and then the minister can answer them as part of his final comments.

Mr. Jackson: In my opening statement, I indicated a hope we could use estimates as an open forum for a healthy exchange of ideas, to assist a ministry with a reasonably good record to become more effective in meeting Ontario's needs. After the conclusion of the hours allotted to us, I cannot help but come away with the sense that we have a minister who has developed somewhat of a bunker mentality, and I am trying to figure out exactly why.

I feel badly that the deputy minister, for whatever reason, has been unwilling or unable to provide information which has been requested, yet senior staff within the ministry who were present during estimates were forthcoming when asked direct questions. I see a clear distinction

between the co-operation of the deputy minister and that of the rest of the staff.

It is clear that the minister is not responding to the urgent needs of Ontario's underemployed and unemployed. It has also become clear that you are not as fully aware of your ministry as you possibly could be, and therefore would have a hard time being able to listen and accept constructive ideas on how to make your ministry work more effectively.

15:50

I believe there is a proven conflict in your guiding the responsibilities of Colleges and Universities and those of Skills Development. There are clear-cut cases where conflict arises. On the one hand, you have indicated you do not run your ministry, but on the other, in reference to questions by the member for High Park-Swansea (Mr. Shymko), you are quick to distance yourself from certain policy analyses that are presented for your consideration.

The anticipated new apprenticeship program is apparently bogged down in your government's acrimonious discussions with the federal government about funding and duplication of services. You have refused to meet with secondary school educators who have expressed concerns directly to you about the adverse effects of the Futures program on high schools, and this was brought to your attention almost a year ago.

There is a higher drop-out rate being experienced in some communities across Ontario, and you fail to recognize or to be open to suggestions on how to prevent that. You seem adverse to the idea of incorporating any aspects of successful training models that have been raised during these estimates, most notably in the references to the Swedish and West German models.

There is a completely inadequate program for the training of our underemployed and unemployed older workers. There is an identified need for improved communications with local agencies involved in training programs and there is confusion about what you classify as community-based programming. I agree with my colleague from the New Democratic Party that you have refused to give a clear indication of the status of the community-based help centres and the provincial program for unemployed older workers. Their financial status and future is unclear and unsure, and I am afraid that after 17 months in this position, your presence within this ministry has turned into a tremendous amount of bafflegab.

What is at stake is the future of Ontario's work force, not to mention the more than \$400 million of taxpayers' money. We deserve much better.

Mr. Warner: Vote against the estimates. The signs are ready, "Mr. Jackson as minister."

Hon. Mr. Sorbara: My goodness. I feel as if I have had a bowl of cold water dumped over my head. Did you hear that, Mr. Chairman?

Mr. Chairman: The chairman hears all.

Hon. Mr. Sorbara: With that, I am brought to tears. It is like the principal saying, "Sorry, son, you have flunked out." However, that is the political process of these estimates. Fortunately, I take most of the comments as political rather than substantive.

I think the programs speak for themselves. I would like to answer some of the final questions the member for Scarborough-Ellesmere (Mr. Warner) raised. In respect of the Futures conference, we will be delighted to provide you with written materials emerging from that conference and to make you aware of future conferences that arise.

You had some concerns concerning help centres. Your appraisal and concerns about what we, as a ministry, and I, as a minister, are about to do in the help centres are unfounded. We are in the course of a statutory review, which was required, based on the provisions established by the previous government in funding the help centres. I am confident that sunset review will result in a recommendation to continue funding those help centres.

It would be inappropriate for me to give you unequivocal confirmation at this point, because that says to the people doing the sunset review that they are carrying on an exercise that is futile and inappropriate. I hope the information we can garner from that review will assist us in the next stage of funding of help centres. I do not want, however, to give you the kind of unequivocal yes you are looking for now.

Personally, I am satisfied with the work that is going on there. The review must carry on, and it will, and we will make a determination and a decision in the very near future.

In regard to your comments on apprenticeship, your view of that is well known, and I find your reflections and your plea for changes helpful and encouraging. You know we are in the process of a review. You seem to suggest there is nothing else going on in the area of training. Of course, that is not true. Ontario Training Strategy will have a major impact over the next five years and beyond, through the seriousness with which training is taken by Ontario business. That is something that has been given far too little emphasis in these estimates hearings.

I understand the reason for that, but you should understand that so much of the work we have to do in this regard is attitudinal: changing attitudes, changing approaches to the work place is a very difficult task. What we are trying to do, in essence, under the training strategy is create a regime where attitudes about training, and training as being part and parcel of work and the work place—

Mr. Warner: You have no takers yet.

Hon. Mr. Sorbara: No. That is not the case at all. That is not the problem.

Mr. Chairman: I am not encouraging debate. We have a terrible precedent being set of already going over the hours.

Hon. Mr. Sorbara: As usual, I am not clear on where my friend the member for Burlington South (Mr. Jackson) was going in his final comments. I have heard him say on so many occasions that the secondary system is being ignored in the delivery of Futures. Just this morning, a group of teachers' participants from Kent county was in to see me. They were from the youth employment counselling centre in Chatham.

One teacher had a letter from the school board as a result of the article that appeared in Saturday's Star, indicating that school board, for one, was in full support and working hand in glove with the youth employment counselling centre in that area. We have had other letters. I

am afraid that my friend is working on old information.

Mr. Chairman: I am afraid your time has run out.

Hon. Mr. Sorbara: Why do we not just proceed to the vote, Mr. Chairman?

Mr. Chairman: I think we will. The vote is item 3401.

Mr. Warner: Do we have to vote?

Mr. Chairman: Yes, you do. It causes elections, but it is in your hands.

Mr. Warner: The signs are all ready.

Mr. Chairman: I will remind you they are on the new boundaries, Mr. Warner.

Vote 3401 agreed to.

Mr. Chairman: This completes consideration of the estimates of the Ministry of Skills Development.

Thank you to the minister, Mr. Wolfson and Mr. Tully and others who have participated. I do not know if it was the incredible influence of Jim McGuigan or just the breadth of your scope as a poet, but you started with some of the allusions in the opening statement that I drew attention to—the agricultural ones about the gardens and multiculturalism. I thought they were quite McGuiganesque.

The committee adjourned at 3:58 p.m.

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 Warner, D. W. (Scarborough-Ellesmere NDP)

Witnesses:

From the Ministry of Skills Development:

Sorbara, Hon. G. S., Minister of Colleges and Universities and Minister of
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 Tully, D. B., Deputy Minister



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Ministry of Health

Second Session, 33rd Parliament

Thursday, December 4, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON DEVELOPMENT

Thursday, December 4, 1986

The committee met at 3:27 p.m. in committee room 1.

ESTIMATES, MINISTRY OF HEALTH

Mr. Chairman: We are dealing with vote 3001 of the estimates of the Ministry of Health. We have the option of hearing the opening statements by the minister and the critics and then debating them for quite a number of hours, or we can take the vote now. Is there a consensus that we should take the vote in advance?

Mr. D. S. Cooke: Carried.

Mr. Chairman: I do not see that consensus in the smile on the face of the Conservative Party critic. Therefore, I consider we have to hear from you, Minister. You will have to start us off with your opening statement.

Hon. Mr. Elston: What a terrible obligation, having to hear from the Minister of Health.

Mr. Chairman: Again.

Hon. Mr. Elston: Yes, again.

I am going to be very brief in my opening comments. I think the need for the estimates is that questions can be provided for us and we can do our best to provide answers to members who have some concerns. I find the estimates provide an interesting perspective on some problems. They are of interest to me to see something that we have missed in looking at our own programs.

I welcome the new critic for the Progressive Conservative Party, who was not here last year; I believe Mr. Pope was the critic. The member for Windsor-Riverside (Mr. D. S. Cooke) has retained his status, and I welcome him back again. The member for Mississauga North (Mr. Offer) is heading the home team. I guess these are the only ones we could press into coming in here to listen to my remarks.

Mr. Chairman: We are all being paid extra; I want you to know that.

Hon. Mr. Elston: Be that as it may, I am going to provide a few overview remarks for the people here—I will not get too specific—and then listen to the reviews of the honourable critics.

We have a budget this year of approximately \$10 billion, which reflects favourably upon a budget of about \$3 billion just 10 years ago. We have approximately 200,000 people employed directly in the health care system, which means

we have a considerable enterprise, if you want to look at it in that sense, in this province. We spend about one in every three of Ontario tax dollars and we spend about \$27 million per day. The people of Ontario are making a sizeable financial commitment to the expenditures on health care.

We have a projection that would indicate that over the next five years we will be spending an additional \$3 billion, without any inflationary effect being taken into consideration. Spending in health care is growing and will continue to grow. We think we should take the necessary steps to analyse what we are doing, what services we are providing, where we are providing them and come to grips with how we can provide them better and what might be more appropriate for the people of the province. I am saying we have to manage the system an awful lot better and we have to consider what might be appropriate for changes required to allow us to manage the system better.

We spend about 85 per cent of our budget on hospitals, professional fees, private laboratories and drugs; 13 per cent goes to home care, public health, nursing homes, the assistive devices program, emergency and mental health; and about two per cent is used to run the ministry. That is not a bad comparative figure, if we realize that with respect to the Ontario health insurance plan, for instance, we use about 2.6 per cent of the value of claims processed as the cost of administration, while in the United States the private insurers use somewhere around 10 per cent.

We have heavy growth in utilization, a 54 per cent increase in the volume of private lab tests. The Ontario drug benefit prescription claims are up by almost 300 per cent, and last year exactly 1,405 new physicians registered in this province to practise. It is a six per cent increase in one year, at a time when our general population growth is 1.2 per cent. Today the physician to population ratio is one to 495 people; 20 years ago it was one to 762 people. OHIP claims by optometrists are up by 46 per cent, claims by chiropractors by 37 per cent and claims by physiotherapists by 36 per cent.

In addition to those demands for extra service, we have the question of how to deal with new technologies. We find that new technologies

generally create new demands along with the efficiencies introduced into the system. We had at one time just X-ray equipment to provide us with analysis; then we added the computerized axial tomography scanner; then we added the nuclear magnetic resonator; and we find now, instead of any one replacing the other, all are used to provide a series or string of services.

We found, for instance, the introduction of new cardiovascular surgery, organ transplants and perinatal care units have carried with them the increased costs of new technologies. We found we have provided better and more services to assist people, but we have not found they have replaced any other service we have here in the province. Everything seems to be piling one on top of the other.

As I said earlier, we have to understand our system much better and understand what it takes to provide better and more thorough management and more accountability. We have to understand that there are questions that have to be answered by the provision of better and more accurate information, information which is useful and decipherable, so that we can understand what this system really delivers.

To give an illustration of where there are breakdowns in information and usable information, we found, for instance, that half of the hospital patients in eastern Ontario could have been safely attended without admission. This is from a recent survey. We found that only 24 out of 202 emergency departments were evaluating patient care and, most important, the results of the patient care. We found that rates for surgical procedures can vary widely from one county to another. We have also found that not one hospital has a lab utilization review, indicating that we may have data but we may not have put it to the best use. We have not been able to compile it in a reasonable fashion where it can be used.

What we are saying is that as a part of our requirement for management, we need the right kind of information systems to give us the data we need to address the utilization issues. We have to know how to place and allocate services. We have to know how to balance community and institutional care. We have to know how to manage technology and demand power developments. We cannot do that without sophisticated means of collecting, correlating and deciphering what the information needs are.

Once we get more thorough use of the systems to generate the information, we also have to determine how we can use that information to explore options and alternatives to the way we

provide service now in the province and take a serious look at the health maintenance organizations, community health clinics and health service organizations as they may apply to our system and how the ones that are in our systems are currently functioning and providing us with health care.

As everyone here will know, health maintenance organizations are not now functioning in Ontario. The other two, community health clinics and health service organizations, are functioning in the various parts of the province.

We have to take a look at all this from the standpoint that we need to know how we can make health care more accessible to people and how we can make health care efficient, effective and economical for all the people in the province. The underlying concern I must express is that when we make these judgements, what has to be at the centre of this determination is that we want high quality care for the people of the province in whatever field we are asking people to deliver that service.

There are a number of ways we might get into making the determinations about that and how we might weigh alternatives that we can explore in the time we have here in the estimates. I am looking forward to delving into that discussion, though I recognize private members may also have more specific questions with respect to their own areas.

These opening remarks give you a flavour of some of the large questions, the broad questions this committee might spend a little time on.

Mr. Chairman: Thank you. I proved my case in my comments about the length of time the largest ministries take to make their opening remarks compared with the smallest ones.

Mr. D. S. Cooke: They used to have something to report on an annual basis.

Mr. Chairman: That is the difference, is it? The interjections and heckling will be allowed afterwards, as I remember how this works. We will now hear from each of you, and then the minister will respond. At that point, the heckling and the general conviviality will begin.

Mr. Andrewes: Mr. Cooke made an interjection, so maybe I should let him go first.

Mr. Chairman: It is your privilege to go first, Mr. Andrewes.

Mr. Andrewes: I appreciate the minister's brief opening remarks. With the indulgence of the minister and Mr. Cooke, I am afraid mine will not be quite so brief. I notice the minister has come well supplied with the usual quantity of

black binders. I do not know whether he borrowed that shopping cart from a supermarket in Wiarton when he was out perusing the merchandise on Sunday.

Hon. Mr. Elston: In Wiarton?

Mr. Chairman: I may be wrong, but I understand all this information is what is available to the select committee on health that we have been waiting for.

Mr. Andrewes: That is why it is being delivered today, is it?

It has been a hectic year of activity in the health care field. I say "activity" because I have some difficulty saying it is progress. We are faced with a health care system that is in need of aggressive and innovative change, which the minister has alluded to. It needs progressive change, not the sort of regressive confrontation we have gone through in the past year. I say as sincerely as I can, Minister, that you and the ministry—

15:40

Interjection.

Mr. Andrewes: Ministers are not allowed to heckle.

Mr. Chairman: I was just telling him that.

Mr. Andrewes: Thank you. You and the ministry now have your work cut out to re-establish credibility with the system and the people who are engaged in the system. You mentioned there are some 200,000 of them. I would caution against gloating on what appear to be victories, because those challenges are rather severe.

The very people on whose behalf you have implemented these changes are not finding improvements in care; they are not finding improvements in accessibility; they are not finding improvements in services. In some cases, they are finding the system is going backwards and they are having increased difficulties. I am sure we will allude to a number of those throughout the course of the next 18 hours, 32 minutes and 14 seconds or whatever remains on the clock.

I want to begin by raising the issue of the dispute between the Ontario Medical Association and the government. Some people have branded this dispute as consultation versus confrontation. I will take you briefly through the history. It was made very clear during the election campaign of 1985 where the Liberal Party stood relative to the subject of extra billing. It was made very clear through the election campaign of 1985 where the New Democratic Party stood relative to extra billing.

That was a pre-stated position going in. In the late fall of 1985, the minister began a series of public meetings in which the Ontario Medical Association, to its eternal regret, I am sure, did not participate. This was followed by the introduction of Bill 94, which received some debate. It received extensive committee hearings, at which there were a number of thoughtful presentations. All the while this was going on, there was the daily question period and the daily debate on the whole subject, and the minister and some of his cabinet colleagues engaged in discussions with the Ontario Medical Association.

We had the Premier (Mr. Peterson) musing from time to time about various and sundry things such as sickness taxes and applying taxes to the wealthier people of the province to help offset the rising costs of medical care. Oddly enough, this was the same provincial member who, four years earlier, had suggested extra billing provided a rather convenient relief valve in the health care system.

As the debate continued, the rhetoric escalated to some degree. We had a whole series of demonstrations in various parts of the province. We had two-day or three-day work stoppages followed by a prolonged work stoppage. More serious, we had a public in this province that genuinely became frightened that the health care services upon which it had depended, and to a large degree taken for granted, all of a sudden were not there. One did not have to go far in this city and in some other major cities to see the fear and apprehension on people's faces. Similarly, as the rhetoric heightened in the Legislature, so too did the words and the spitefulness of the whole debate.

Although the doctors who withdrew their services caused that strike, the government must accept some of the responsibility. I am sure the medical profession was not happy with the outcome. In retrospect, I am sure its members wish they had done things somewhat differently. They chose a route that lost them public support for an issue about which they felt strongly.

I have a question to which the minister can perhaps address himself when he makes comments following the remarks of Mr. Cooke and myself. When the Ontario Medical Association appeared before the standing committee on social development, it made a proposal—I can lay my hands on the proposal if you wish, but I will not at the moment—to ban extra billing, or to impose, I assume through that organization, a ban on its members extra billing people on public assis-

tance, people of more than 65 years of age and people receiving treatment in emergencies where they do not have a choice.

They also put to the committee at that time a proposal that would have required them to supply services to any person in the province at any time without extra charge as long as the individual did not specify who was to provide those services. Was that position put to you during your discussions with the OMA, discussions that you, the Attorney General (Mr. Scott) and the Premier from time to time entered into? If so, why was that position not the basis for some resolution of the problem? Why was that not the basis for some compromise that might have avoided the acrimony and the service withdrawal that took place?

The fact remains that some matters still need to be resolved. Administration fees and standby charges are still being applied. The OMA has taken a position with respect to that; it sent a letter to its membership making suggestions on how the fees should be levied and to what extent. The College of Physicians and Surgeons of Ontario indicated to you that it was a matter the government and the OMA had to resolve before the college could enter into those discussions. In the Legislature, responding to a question from Mr. Cooke or Mr. Rae, you indicated that perhaps in the past too much emphasis had been placed in the fee schedule on fees rather than on defining the services to be supplied.

You might address yourself to a couple more questions. Specifically, which of the uninsured services currently being offered by doctors in the province are medically necessary in your view, and if some of those services are medically necessary, who should pay for them? Should they be paid for by the Ontario health insurance plan? Should they be paid for by the patient, as some are being asked to pay now, or are they already paid for in the fee schedule?

15:50

I have one further question before I leave this issue. There was an article not that long ago in the *Globe and Mail*. The article, which appeared on November 27, was titled "Ontario Lets MDs Off Hook for Now." It went on to say that 72 patients had been reimbursed "a total of \$4,160 according to the latest ministry figures....But while the ministry has sent off cheques to patients, it has not correspondingly docked government payments to the MDs who extra billed, said Ronald LeNeveu, Assistant Deputy Minister of Health."

As we move on in estimates, perhaps you can give me a more definitive answer why. Is the legislation faulty? Do you feel it will not stand

the test? I hope you will be more definitive as to why the ministry has not pursued that issue, given that we had extensive debate in the Legislature on the method by which the ministry would collect that penalty. There were a number of amendments to those sections, some of which even managed to find their way into the legislation.

Finally, in dealing with this issue I want to refer to a speech you made on October 2 at Action Centre '86 in Hamilton, where you referred to the Ontario Council of Health:

"Since the reorganization highlights areas of increasing importance in the ministry and provides us with broad planning capabilities, I have been examining the traditional role of the Ontario Council of Health. Because of the many opportunities which exist to consult widely outside the ministry with interested and knowledgeable parties, I have decided the council itself will not continue. I will, as a result, seek advice through smaller, less formal groups of advisers with whom I will meet from time to time to receive advice on health care issues."

I understand and accept that a government has a prerogative to terminate children of previous governments. I understand the minister may want to have a different forum for seeking advice. I understand the council of health is not the only alternative for seeking outside advice. If there were personnel problems in the council, perhaps that would have been a direction to take in beefing it up.

My principal concern is that you seek the wisdom of some sort of forum in which you can receive objective, impartial advice, advice that comes by way of extensive consultation with the public and the public's needs and with the professions in the health care area. In this Legislature now there is a select committee on health that has a specific direction.

Hon. Mr. Elston: That is the social development committee.

Mr. Andrewes: "Select committee on health" is loose terminology, but it does cover social services. Excuse me, Mr. Chairman.

Hon. Mr. Elston: That is what I say.

Mr. Andrewes: That select committee has an ongoing role. I would like to hear what you view as being that committee's role once it completes its current task. Could that form a forum of impartial advice?

You initiated the Evans panel. I have since received a circular from Mr. Evans requesting that I alert all my constituents to the fact that this panel exists and that he and the panel are looking

for participation. Once the Evans panel completes its current task, perhaps it can form that forum, which I believe very strongly should be in existence to provide the impartial advice to which I referred.

Finally, before we leave the subject of the Evans panel, I want to put on record the concern expressed to me by the Ontario Nurses' Association that the Evans panel is not representative of the total health care system because it does not carry in its membership a hands-on nursing practitioner. I will leave that for you to correct.

I want to move on to the area of hospital funding. The budget of the Treasurer (Mr. Nixon) this spring contained an announcement of a long-term plan for \$850 million for the capital budgets of hospitals. This activity did quite a bit to heal some of the wounds that had opened over the debate on Bill 94. We are still somewhat confused about the specifics of the announcement. It is over five years and for \$850 million. Is that \$170 million a year? Do the projects all have to be completed in the five years? You might be a bit more definitive on that.

The proposed long-term funding announcement is an excellent idea. It will help hospitals considerably in their planning processes and it will give that part of health care provision a much more accurate guide for its future plans. Subsequently, announcements were made of specific allocations in many areas, primarily in the area of chronic care, where there is a very strong need. I only caution that in making those announcements, building those beds, improving the plant and thereby making a greater level of service available to our elderly population, other balances must be brought into the system.

You continue to drive the system. As long as you continue to build the beds, the beds will be full. If 30 per cent of the placements now in acute care beds are wrongly placed—and you have whatever number you have—I am quite confident hospital administrators will continue to keep them flowing. Unless there are other alternatives, such as expanded home care, homemaker and other supports for senior citizens to find accommodation or to choose their living conditions, you will continue to have a problem with people wrongly placed in acute care beds. We need a shift in direction in the health care system to encourage rehabilitation and provide options for our elderly people.

I will leave you with that because I think it is something we will pursue a little later, in the new Progressive Conservative position, during the estimates.

16:00

I cannot move off the discussion of hospital funding without some mention of the operating budgets. Having discovered there is an annex at the bank, the Treasurer quite appropriately made some announcements relative to transfer payments. The average increase in transfer payments to hospitals is 7.4 per cent. The leader of our party has called that the lowest percentage increase in 10 years. I think you will find he is accurate.

You continue to ask hospitals to diversify their role in the community. You continue to ask them to use innovative approaches. According to Rosemary Speirs, the amalgamated Toronto Hospital will be presenting you with a proposal for a health maintenance organization. That is typical of the innovative activity you will be seeking from the hospital sector, but you have not supplied it with the money.

Hospitals are facing new sets of problems each day: the disposal of waste; new equipment; new technology; new labour settlements; expanded roles for community hospitals, particularly as day hospitals providing a degree of respite care; palliative care, which now usually comes about as a result of some individual who is prepared to commit some extra time and talent to that role without those activities being acknowledged in the global budgets; and I am sure there are many others.

As the Treasurer moves on in his exploration of the consolidated revenue fund, if he discovers in the next 12 months that perhaps his coffers are fatter than he anticipated, the hospitals of this province would be glad to receive some consideration as they move towards this expanded role.

In his opening comments, the minister mentioned briefly the alternatives that exist in the delivery of health care services, such as health service organizations and community health centres. There have been some rather good articles in the press recently about one of these projects in Toronto and a number of others coming along. I encourage you to explore them vigorously and to make sure the reforms in the system that you referred to continue to move forward progressively—liberally and progressively.

I want to move to the whole area of care for the elderly. There are a number of points of view around these days on how one is to approach the problem. The demographics of the province indicate this is likely to be the most serious challenge to face the health care and social services area in the next few years. If we are to be

a caring and compassionate society, I am sure we will meet those challenges. We may sit here and argue and discuss at some length about how to do that, but the most important thing is that we do it and move quickly before the system catches up to us, even more so than it has already.

Mr. Van Horne initiated a fairly extensive consultation with the public on the question of care for the elderly. It culminated in not an extensive document but one that gives us some cause to believe the government is prepared to approach this subject seriously. You are aware of our caucus's discussion paper. We followed it up with a task force whose report is now being prepared.

One thing Mr. Van Horne and a number of us who served on our task force found in common was that the views that were sought and the views put forward were stimulating and rewarding. The people who came to those meetings were genuinely concerned. They were caring people and their ideas were constructive and innovative.

Mr. Van Horne's report talks about an extended care act. We hear some musing about amendments to the Nursing Homes Act, which I am sure my colleague the member for Windsor-Riverside (Mr. D. S. Cooke) will want to explore further with you. Specifically, which will take priority: a new extended care act or the efforts to amend the Nursing Homes Act? That is an issue that perhaps has some imminence.

I believe very sincerely we have to stop arguing about how we achieve some of these things and get on with doing them, because we are really looking for an opportunity to provide elderly people in Ontario with some choices.

There are several issues I would mention briefly. First, there is the question of the co-ordination and expansion of community services. Some of these are not directly related to the Ministry of Health but are part and parcel of a package that those who have some working relationship with the social services area have to be able to consider.

That package includes housing, home care, the encouragement of home medical visits by medical practitioners, geriatric assessment units and their role in communities, the training of geriatricians, particularly residency positions that are specific in that area, the shift in emphasis in health care for the elderly to wellness and rehabilitation, concerns about sufferers of Alzheimer's disease, a group of people in our society who are often forgotten, and people and families who require special circumstances and

special support in areas for which very definite training is required by family doctors.

There is the question of institutions and developing standards of care in our institutions and programs, if, in fact, any exist in the institutions now. There is also the question of inspections and enforcement of resulting orders.

We have to try to develop programs in which the funding mechanism is consistent and geared to a level of care, and finally—and please, we spent four decades trying to do it and I am sure you are not going to do it in the next quarter decade that you might have—attempt to settle the differences between the Ministry of Community and Social Services and the Ministry of Health.

The turf wars that have gone on there for so long continue to be waged, continue to present challenges for you and for your counterpart. If settling that turf war takes a new act, an extended care act, let us have it instead of continuing to perpetuate the dilemma that faces both of you as respective ministers.

16:10

Some time ago in the House I raised an issue with you regarding the distribution of talent. It is a constant concern and it really relates to an equitable access to services. I hope you do not take my comments as being partisan. I will try not to make them partisan comments, and I do not want to sound cynical or sarcastic but, frankly, I am sure there are many more important issues that you could have pursued in the health care area before you got into the issue of extra billing.

We raised with you the issue of the shortages of anaesthetists in Elliot Lake. We raised with you the real irony in Atikokan where a fairly well endowed hospital exists but a mother of a young boy had to take that child into Thunder Bay for a simple tonsillectomy because that hospital did not have the services of an anaesthetist. Our House leader raised with you the concerns in North Bay where anaesthetists now have withdrawn the services of epidurals because of their concerns about high insurance rates. We have raised with you, from time to time, the lack of geriatric training for family doctors.

Depending on where you live in the province, all of this adds to the problems of accessibility. In the case of Elliot Lake and Atikokan, you have reasonably well endowed hospital facilities that can only serve a partial function if they are not appropriately staffed with the right kind of specialties.

I ask you specifically to respond on that subject of what sort of programs you contemplate

to provide incentives for doctors and other health care specialties to relocate in these communities so that services can be provided, or is it simply more efficient to move the people to where the talent is?

There have been a number of articles recently about the whole question of internship programs for foreign students. The mayor's council in Metro Toronto has been somewhat critical of the announcement that I believe 24 positions will be dedicated annually to foreign students.

I raise the issue that has been raised with me and is a little more specific: a number of cases where Canadian students who have gone to foreign universities, assuming they will be able to come back and find internship programs to enter, are now caught in this matrix. I do not know how to solve it. Perhaps there is the opportunity to grandfather some of these students so that when they return to Canada to do an internship program, which was always their intention, they are not caught in the category of foreign graduates, as others might be.

Before I leave the subject of distribution of talent, I raise with you again the concern about the shortage of nurses. In the past 10 days, a number of issues have been raised in the media and directly with our caucus concerning shortages of nurses, particularly specialty nurses, in Toronto hospitals. Figures given to me by the Ontario Nurses' Association show there are some 45,000 members of that association working in the province now and some 70,000 to 75,000 registered nurses. A number of people in that profession are not active.

What is the reason for that inactivity? Is it poor wages? Is it poor working conditions? What is it? It is part of your role as minister and part of the ministry's role to try to work with the various health care operations to determine what the answers may be. Is it a manpower shortage or is it a distribution problem? We have a big investment in disease treatment facilities in this province and they will not work without manpower. All of this goes a little further to limit access to people who need those health care services.

I come to the question of community health and a specific question to which I am unable to find an answer. How is the ministry's share of the funding for boards of health arrived at? It varies from place to place. I am sure you will give me an adequate answer when the time comes.

A tremendous disparity, inadequacy and inequality regarding access of service seems to exist from region to region. It depends to a large

degree on the attitude of municipalities. However, all of that runs counter to the accessibility thrust you set your sights on some time ago.

On one occasion, I raised with you the matter of speech therapy services in Guelph and Wellington county. I subsequently heard from the individual on whose behalf I raised that issue, who made a comparison between the situations in Wellington and Waterloo counties. The waiting list in Waterloo was considerably smaller; the number of speech therapists was considerably larger. It appeared to be simply an attitude on the part of one board of health versus another as to how extensive the service should be.

I am sure you are well aware of the wage disparity for public health nurses that exists between regions. I urge you to consider encouraging a more active role for public health nurses in caring for seniors, in community health centres, in health promotion beyond what they do in the school setting and other settings for which they may have a more traditional responsibility and certainly in aftercare.

16:20

I think of a specific situation in St. Catharines. A proposal was made a number of years ago that the public health nurses have a more active role in follow-up for discharged psychiatric patients, a forgotten group in our society in need of constant contact and monitoring for the provision of those services.

I have a long way to go, but I will speed it up if you like.

Mr. Chairman: We are all enjoying it very much.

Mr. Andrewes: Good.

With regard to the health disciplines review, there is the old, nagging issue of the naturopaths. I do not want to search through here too diligently but—here it is—when the minister made his statement regarding health disciplines review, he indicated he would be moving towards deregulation of the profession of naturopathy. This of course prompted a deluge of letters to all members of the Legislature. Our primary concern is the apparent contradiction in the application of the criteria; on the one hand regulating midwives while on the other hand deregulating naturopaths. Will you tell us whether you are considering ordering further review of the profession of naturopathy or conducting the kind of investigative public hearing you are undertaking on midwives?

I would be remiss if I did not remind you of the concerns of the registered nursing assistants, who feel their role may be diminished as a result

of the health professions review. I would be remiss if I did not remind you of the concerns of a number of the self-regulating professions. They are hearing signals but do not quite understand what those signals mean. Specifically, will you respond to the question of whether it is your intention to open up the review process that currently exists in the self-regulating bodies?

There are patient rights. We have seen a set of draft amendments to the Nursing Homes Act which may or may not—according to the response to my question—include a patient bill of rights. Our concern is that the enforcement mechanisms coming out of any advocacy that might take place on behalf of residents in long-term facilities be clear, removed from direct interference or intervention by the government or the ministry, free-standing and appropriately funded, and that, to some degree, they have an educational and advisory role as well as an advocacy role.

The related issue, which we raised with you on November 19, is the status of the Clark report on electroconvulsive therapy. That report was tabled in December 1985. There were 39 recommendations. Mr. Clark was very clear in one of them. He essentially said, and I am paraphrasing to some degree, "If you are not going to pursue some measure of control on the whole issue of consent, then the treatments should be terminated." At least one amendment and possibly others are going to be before us when we continue our discussions on the parts of Bill 7 that relate to the Mental Health Act. I specifically ask that you respond on the issue of the Clark report and give us some idea of your expected timing on the issuance of a response.

Last July, we eventually managed to give third reading to Bills 54 and 55. Without referring again to the specifics of your remarks when you introduced the legislation, you indicated to the House that it was your hope it would be passed by Christmas 1985. It is fortunate that did not happen. I think the legislation was hastily drafted. It required many amendments, many of them your own and many of them brought about by the effective work of the standing committee on social development. I can say that without fear of any recrimination because I was not on the committee at the time. I guess the status of the bills is reasonably clear to us at this time.

Hon. Mr. Elston: Nobody should be mad at me; I did not do what he says.

Mr. Andrewes: It is reasonably clear to us at this time, but we are still getting calls from pharmacists. I am sure every member is. They are asking us to explain the detail of the missiles

that were sent their way last week. They are asking us to explain the detail of a very extensive piece of paper that looks as if it is a photocopy of something that came out of computer, and that is the interim formulary. Some are saying they find it confusing to say the least. Others are saying that at first glance it looks as if they are going to lose money on their existing inventory. I think all are saying the whole principle of best available price will be neutralized by the anticipated January price increases. There are probably a number of other issues with respect to these two bills and the whole profession of pharmacy that we may wish to raise with you during the votes.

When you read your statement last week, I mentioned, perhaps a little cynically, that it was an example of, "If at first you don't succeed, try, try again." By proceeding somewhat hastily with this legislation, you set deadlines that you could not meet. That has cost you a degree of credibility that I hope you will be very earnest in trying to recoup. The pharmacists are depressed, confused and irritated. I do not think it is in anybody's interest to have them that way.

When we did third reading of Bills 54 and 55 in July, my colleagues raised with you again the issue of adverse drug reactions. That issue was recently raised in a speech by Dr. Railton. I would like to be able to quote it accurately, but I cannot find the damn thing at present.

16:30

Mr. Chairman: Just paraphrase it.

Mr. Andrewes: The issue has not gone away; it is perhaps becoming even more prevalent. We would like something more than comforting words as to how you are prepared to address the whole problem of adverse drug reactions and the concerns, raised by Dr. Stephenson, Mr. Leluk and other members of our caucus, that now are part of the Ontario Medical Association concern.

I did not think I had talked this long. I will not say "finally," but I am getting near the end.

I raised the issue of physiotherapists. There are probably several issues, but the principal one I want to draw to your attention is that of pay equity. Specifically, are the services that are provided by physiotherapists under the G code of equal value to those provided by doctors? Maybe I am oversimplifying the issue, but you wrote to them some time ago after they requested that you reconsider the position. Basically, you were able to reach some resolution of their problem. Subsequently, the OMA fee schedule was adjusted, which produced another disparity. You wrote to them saying you would not reconsider that issue with them.

I raised the issue not with you, minister, but with the Attorney General (Mr. Scott) on November 13, 1986. In his response he urged us to pass Bill 105, which I am sure did not come as much comfort to the physiotherapists. When will you move to correct the disparity? If you consider it to be an issue of pay equity, and I think it is a reasonable example of gender discrimination, it behooves you as a government to move to correct it.

On the issue of acquired immune deficiency syndrome, for a number of years, the AIDS Committee of Toronto has been able to work with the ministry and the ministry has provided some funding assistance to it. This organization is now one of the few groups that is out on the streets doing education and counselling among the high-risk population. The federal government has made a very substantial allocation in the area of research and perhaps it is up to the province now to make a greater dedication to the whole area of education and counselling.

I ask you to respond specifically to the question of whether you are in support of this type of program and whether you support the concept of an independent group working in the community to provide education and counselling to these people.

Part of our submission on care for the elderly contained a very comprehensive booklet on palliative care. It was a discussion paper. It was rather interesting that when we convened the task force, at some of the locations in which meetings were held there was probably more interest in the whole subject of palliative care than there was in the aspect of care for the elderly.

The message we got from the task force hearings was that the funding mechanisms for palliative care were ad hoc at best, in many cases by trying to find some niche in the global budget of a hospital or by independent fund-raising in the community. There clearly is a lack of standards in the palliative care area. I wonder whether you are moving towards developing standards and recommendations and what you think is the appropriate delivery mechanism for palliative care.

Abortion is an ongoing issue that I am sure every politician would like to go away, but it will not. I do not want to deal with all the political rhetoric and the legal arguments that have centred around this issue except to say that the focus on the issue became much stronger during the Bill 94 debate. Specifically, it became much stronger when a number of hospitals closed their emergency wards and a number of doctors

withdrew their services from therapeutic abortion committees. It became a real issue when the ministry allegedly tried to solve the problem of access by, in the view of the media, bribing Women's College Hospital and its staff to assist in speeding up the production line, if you like. I ask specifically, did this happen and what were the specific circumstances around this alleged activity?

My real concern is this: I believe in upholding the law, in this case a law that now is undergoing considerable scrutiny in the federal courts. Because of the makeup and geography of this province and the dispersal of the population, in some cases the population is concentrated in a very small area and in other cases it is spread over a very large area and the law is a law that cannot be applied equally and fairly in terms of access. Perhaps you might respond as to what consideration you are giving to implementing measures that will attempt to make the law fairer and will deal with the whole question of access.

You will be glad to know that I have come nearly to the end of my comments, save to say that I am sure that I, Mr. Cooke and a number of other members always want to raise the issue of correspondence. Some time early in September, for instance, I wrote to you on the question of the Drug Benefit Formulary and I have yet to receive a response. We could search our files and perhaps find another five or six examples of instances where correspondence was either never acknowledged or was acknowledged six to eight months later.

16:40

I have been around this place long enough to know the problems relating to correspondence with a minister's office, but from my standpoint as critic and as a member, if I let the estimates pass without making the annual appeal to you on this issue, as it is made to others, I would fail. I leave that with you as a constant reminder that people like to hear from you.

Mr. D. S. Cooke: This is my fourth set of estimates as critic for my party. Some of the topics I have to cover will obviously overlap Mr. Andrewes's but I will try to be as brief as possible.

I agree with Mr. Andrewes that the past year has been particularly busy for those of us involved with this ministry. We have kept the standing committee on social development relatively busy with Bills 54, 55 and 94 and they occupied a fair share of our time in the Legislature as well. For my part, I have had a bit of fun the past year. Probably those of us in

opposition have been able to have a little more fun than the minister has.

I am not sure a lot of progress has been made in reforming our health care system, but some important pieces of legislation have been passed, namely, the drug bills and the bill on extra billing. I hope that during the debate on these estimates the minister will give us an idea how they are working. We have all read in the press how some people think Bills 54, 55 and 94 are working. I want to have a discussion on those bills.

It is incumbent on the minister to indicate to us why a deal has not been struck on dispensing fees for pharmacists and where that matter lies. I agree with Mr. Andrewes and I am not going to place blame because I found the subject of Bills 54 and 55 incredibly complicated and I do not think there are many players in the field who can claim they were totally upfront in dealing with the whole matter. The legislative committee had a very difficult task trying to measure who was right, who was wrong and who was protecting whom.

I would like to know how much money we are going to save and what kind of comparisons can be made. I realize that more drugs now have been put into the formulary and we will not be comparing apples with apples. However, the ministry must have done some assessment. I would like to know why a dispensing-fee agreement has not been reached, why it took so long for the formulary and why it was impossible to come up with an interim formulary. Some of the pharmacists who were not part of the fight, were not part of the battle and were just observers felt they were not treated particularly well.

On Bill 94, I would like to get a handle on the ministry's position on enforcement of the act. We all saw the article in the *Globe and Mail* newspaper and we all knew what was happening in any case. How many patients in this province have been reimbursed by the Ontario health insurance plan? What is the total amount of money? Why is the ministry not taking action against doctors who are deliberately breaking the law?

I read with interest the article in the *Toronto Star* last week by your colleague the member for Humber (Mr. Henderson). He is your colleague and he seemed to put it in a way that on the surface seemed to be government policy, even though I know he has not agreed with the government on Bill 94. He said that extra billing was the new safety valve, that the government decided to implement Bill 94 because it had

committed itself to do so under the accord, that we still had extra billing and that the government did not plan to do much about it.

It is time the minister made clear the position of the government on this matter. I would like to hear what it is all about. The reality is that there are still a number of cases of doctors deliberately and publicly breaking the law and an awful lot of confusion about these charges for uninsured services.

I am not sure whether the ministry has done any kind of survey or data gathering to find out how many doctors are charging for uninsured services and what types of charges are being made. The Ontario Medical Association does not have an exhaustive list of doctors or of the types of charges being implemented in Ontario. I am not sure the ministry does either. Some of those data have to be collected if you are to make some proper policy judgements on what uninsured services will end up in the fee schedule when negotiations are completed.

I want to run through a few doctors' letters. The first one is from Steven Richie, who wrote to his patients in the middle of November. This is a blatant letter. It simply says that he does not agree with Bill 94 and that he is going to break the law. He does not care what the Legislature says. The letter states:

"As you know, I have opted out of OHIP for the past seven years. I feel strongly that a physician should deal directly with his patient in terms of the cost of his or her health care. In this way, I have maintained my independence as a professional while providing for your health interest and concerns. I am firmly opposed to Bill 94, which the present provincial government has imposed on the medical profession. I do not wish to become a government servant but would rather work co-operatively with you, my patient. Because of my principles, I will continue as an opted-out physician and will continue to set my professional fees in keeping with the skills and training required to maintain a high level of patient care."

Below are some examples of his current office fees. For a consultation, his fee is \$69.50, and the Ontario health insurance plan reimburses \$44.50. For a major reassessment, his fee is \$47.50, and OHIP reimburses \$31.50. For a minor visit, his fee is \$31.50, and OHIP reimburses \$16.10. That is what he is doing, and he puts it in writing.

There are other examples of doctors who have blatantly indicated they intend to break the law. They do not try to cover it up and say these are

uninsured services; they simply say they are breaking the law. So far, the message to them from the ministry is that it is going to let them break the law and the taxpayers of this province are going to cover the costs of extra billing. That is the message that has gone out so far.

This is a letter from Dr. Emerson, who is located on Ingersoll Avenue in Woodstock.

"Recently, we received a letter from Dr. Smoling requesting your office files be sent to his office. Since this is not covered by OHIP, the cost of postage and photocopying, we have enclosed a statement which you are responsible for paying. Trusting you will look after this matter." The cost to the patient was \$15.

Regarding the laboratory-initiated foetal emplacement program, which was raised in the Legislature, I would like to know the status of the \$500 fee being charged there. I have had other examples. A good friend of mine just delivered a baby in Toronto a few days ago, on November 30. She owed her doctor \$200. The doctor was at Mount Sinai Hospital. When she talked to me about it, I said: "Do not pay the \$200. You need not do it. The service has not been totally delivered. Ask for a breakdown of the costs so that we can examine it."

It is all well and good to say this, but her statement to me was that there was no way she was going to demand that from her doctor, or refuse to pay and then be put in the position of not having a proper relationship with her doctor. I do not think it is possible, especially for the obstetricians and their patients, simply to refuse to pay. They are in a very vulnerable position, and I do not think it is up to them to try to enforce Bill 94. There has to be a message coming from the government.

16:50

In the current bill—and this was a concern expressed when we were debating Bill 94—the whole reliance is on the patient to enforce it, unless the government is going to recover that money somehow. When we were dealing with Bill 94, I asked in the Legislature how you would ever hold back any money from a doctor who was opted out, and you told me at the time that it could be done, that some payments were made even to opted-out doctors. If that is the case, I would like an explanation from the ministry of how that can be done and why it has not been done to this point.

The guidelines that were sent out by the Ontario Medical Association have been rather confusing. They could very well have resulted in an increase in the number of charges for

uninsured services simply by listing them to the doctors. Even after the guidelines, representatives from the Ontario Medical Association expressed confusion or made comments that contradicted comments you made yourself, most notably Dr. David Peachey, who, even after the Ontario Medical Association guidelines, said he felt standby fees were still permitted.

We know the Ontario Medical Association feels \$2 a minute is an acceptable fee for things such as telephone advice, doctors' certificates, consultations, chart summaries, prescription renewals, travel time, immunization summaries and all these things that are listed in the letter. The College of Physicians and Surgeons of Ontario feels an annual fee is acceptable for these types of charges, but I still do not understand or get an idea from either the college or the OMA about what an excessive fee would be.

I am not sure what the college's role is in all this, because it has made it fairly clear that it does not think it is its job to set fee schedules, whether for insured or for uninsured services. I agree. It is a professional body that is there to regulate the profession and protect the consumers, not to set fee schedules, so how would you ever enforce any kind of mechanism in any case, unless there were an amendment to Bill 94 that allowed you to negotiate for uninsured services and to specify in regulations what uninsured services could be charged for and which ones could not be?

That was an amendment I talked to you about when we were dealing with Bill 94. I had an amendment drafted, and I regret that I did not move it. I did not move it because of all the circumstances that were happening in the Legislature and the fact that every time an amendment was moved, we could count on our Conservative friends debating it for quite some time. I thought I might save the time of the House by not moving the amendment. In retrospect, it should have been moved and probably should have been included in the legislation to give the minister the regulatory authority.

I wonder whether these annual fees are a form of secondary insurance, as the OMA has said before. If that is the case, again I think it is a rationale for taking a look at the whole system of uninsured services and the charges attached to them.

I hope we will get an up-to-date report from the minister on the number of patients to whom money has been refunded, the amount of money we are talking about and whether one red cent has been recovered from the doctors who have extra billed.

I would like to refer briefly to the issue of community health centres. I think the ministry still sees community health centres as an insignificant aspect of the health care system. There has not been a substantial expansion of community health centres in the province, and there has not been an indication of whether the ministry believes in this as one of the mechanisms for the delivery of health care, not only to underserved areas in the province but also as a mechanism of delivering health care, period.

While this minister has made some statements, and the previous government spoke of support for community health centres, the growth and development have been extremely slow. We are convinced that community health centres provide a positive alternative to the traditional fee-for-service mechanism of delivering health care. Properly developed community health centres can include professionals such as midwives, nurse practitioners, physiotherapists and psychologists and would be a mechanism for getting some of the new professions covered by the Ontario health insurance plan without putting them directly on fee for service.

I would hate to see midwives integrated into the health care system and then given the status of fee for service. I am not sure how much we would accomplish. Even the midwives' associations—the majority of them, anyway; the ones I have talked to—will agree that they would prefer to have a mechanism of being put on salary. The problem is that once you put a professional on fee for service, it is very difficult to take it away.

I hope we can look at community health centres and health service organizations as mechanisms for integrating some of the other professionals under the insurance umbrella. This would also encourage consumers to use other professionals than just physicians, who are members of the most expensive profession.

You probably have had some discussions with doctors in community health centres. They are not particularly happy that the increase to community health centres last year was only four per cent. This was unfortunately low, especially when one considers increases that have been given to hospitals. As I understand it, the salaries for physicians in community health centres are particularly low as well.

I have a copy of a letter that Dr. Roberts, who is a doctor at one of the community health centres in Toronto, sent to one of your staff after a meeting. I want to read part of that letter, because it expresses some of the frustration of doctors in community health centres:

"The purpose of this letter is to clarify your conversation during our luncheon," a meeting they had had in July. "As a representative of the community health physicians in Toronto I have given considerable thought to our conversation. I am left with regret and dismay at the number of provocative statements at a time when the future of community health centres is in jeopardy and centres are in need of support. When relationships between physicians and government are at their lowest ebb, I am rather dumfounded by some views you expressed.

"First, you began our meeting by belittling health service organizations and community health centre programs by telling me that they are but a minor program of your jurisdiction and your heading of this program is seemingly by default, since your predecessor had moved to a different position. I would like to believe that a program manager in charge of a progressive health program would present himself in a more positive, responsible light."

The letter goes on to express other frustrations. The physicians in community health centres are really frustrated that they are not properly recognized by the ministry. Their salaries are inadequate when one compares them to doctors who are on fee for service. If we are to integrate community health centres in the health care system, they have to be given proper recognition and they have to be accepted not as an experimental method of delivering health care but as a permanent mechanism and as a permanent feature of our health care system that will be expanded. When they are recognized in that way, more communities will look at them in a realistic way and will look at them for their own communities. The ministry itself has to promote them and not just respond to requests from communities.

If we believe they will save us money as well as provide better health care because they are not on fee for service and because they can involve themselves with other types of health care programs that are more preventive in nature, then one of the directions we have to promote and proceed with in order to make a health care system that—

17:00

We all appreciate the health care system, but we would all agree it is not particularly efficient. You alluded to that in your statement. It has such an emphasis on illness rather than on health that eventually, unless we change direction in a number of ways, the system will go broke. We cannot afford a \$10-billion or \$11-billion health

care system that goes up by \$1 billion or \$1.5 billion a year. We have to change direction, and community health centres and health service organizations are some of the delivery mechanisms we have to use much more extensively. I hope the select committee on health will look extensively at HSOs and CHCs as alternatives to the fee-for-service system we now utilize in Ontario.

I want to express a few concerns about the health professional review. I am quite concerned about the process and I have expressed this before. It is fair to say the process has lasted a little longer than anyone expected. Without being overly sarcastic, one of the reasons the process has lasted a little longer is that the head of the process had to spend a little bit of time on leadership campaigns. I understand all that, but it has gone on—what? We are now a year behind the original framework. At this point, consumers have not had the opportunity to participate in the process directly.

In my view, the decisions that come out of this process will have a substantial effect on the direction that health care takes in this province and on who can and cannot participate. There has to be room for substantial consumer involvement at some point. I have made the suggestion to the minister before that when the report is ready, his first step should be to introduce it as a discussion paper in the Legislature for referral to a committee for public hearings.

You are concerned that this will delay the time, but consumers have not had the opportunity to participate. We will be dealing with incredibly complicated legislation that will result in the Legislature having to take a position on second reading without the public ever participating. Instead of members of the Legislature being able to come to committee and not be committed to any one position on a whole variety of professions that will appear before the committee—it would make for a much easier, nonpartisan process to come to a consensus on health disciplines legislation, instead of taking positions that we are locked into at second reading debate.

The model has been set by other pieces of legislation, Bill 77, the children's legislation, being the best example. A green paper was introduced, and the standing committee on social development dealt with it in a very nonpartisan way and came up with a substantial consensus. It reported back to the minister of the day, and new legislation was introduced for second reading.

I do not think you will save much time by avoiding a discussion paper process, because the legislation will be introduced. If you do not do it as a green paper, it will come to this committee and there will be extensive public hearings. If we had those hearings first, the second round, after the revised bill was introduced, would not take a great deal of time. There would already have been committee input and substantial input from the public. You have indicated before what your position was, and I ask you to take another look at whether it would be better to arrive at a piece of legislation in that process that I think would be better and would represent a consensus in the committee.

I do not look forward to dealing with that legislation. During the past few years, whether we have been Health critics, Health ministers or members of the Legislature, we have been inundated with letters from various professions, some of which I had never heard of, and some of which to date I guess I still have not heard of, but I am sure we will hear from each and every one of them during the process.

I am looking for a mechanism that would make it easier to deal with this. There is nothing particularly partisan about health disciplines legislation. There will be a lot of interest groups involved, and we have seen in this committee what can happen with that type of process. I just ask you to look at it again to see whether it would be possible to use it as a green paper and have a discussion first rather than committing ourselves to a ye or nay on second reading to health disciplines legislation.

I would also like to make some reference to foreign doctors, because all of us have met with the various groups, whether the Polish doctors, the Vietnamese doctors or the association of immigrant doctors. I agree with the article that was in the newspaper today, yesterday or whenever from the mayor's committee on race relations about the sad situation some of these individuals are in. Individuals who have a substantial amount of professional training are doing jobs—if they are lucky enough to have jobs—that do not utilize their skills.

Of course, the question in everyone's mind—not with the refugee doctors but with the straight landed immigrant doctors—is whether they were properly advised by the Department of Employment and Immigration of their chances. I have talked to a number of groups and individuals, and every one of them gives me the same line. They were told there would be a written exam and they would have to pass the exam and then the next

step would be internship. I am not sure they were properly counselled by immigration that in the current circumstances, the chances of becoming a practising doctor in Ontario would be very limited.

With regard to the other category, which is refugee doctors, an even better case can be made that refugee doctors deserve an opportunity to practise their profession in Ontario. Refugee doctors are obviously in a completely different situation.

I have looked at what they have done in Quebec. I gather they have done considerably more than we have done in Ontario. From reading the press release from Quebec, I am not exactly sure what the 90 rotating positions mean. I was not sure whether it is 30 that rotate and after three years become 90 or whether it is 90 each year. In either case, they are internships and they are dedicated to immigrant doctors. The condition of being accepted is that they have to practise four years in remote areas.

When your party was in opposition, your leader, who is now the Premier (Mr. Peterson), and your former Health critic Sheila Copps spoke several times about the need for foreign doctors to be given the opportunity to have an internship in Ontario, with the condition of practising in remote areas. Perhaps you can tell us later about discussions you have had in the past while with immigration to make sure any new doctors who are coming to our country completely understand the position of Ontario and the lack of opportunities for foreign doctors.

Somehow we have to accommodate the foreign doctors who already exist in Ontario. I am not suggesting that all 350 or whatever numbers there are—

Dr. Dyer: Close to 600.

Mr. D. S. Cooke: I am not suggesting we can accommodate them all in one year or all in two years, three years or whatever magic number of years, but it is my understanding that in the 24 training positions you have offered, there is less opportunity now than there was under the old system where there were unpaid positions for internship. I would like to get an idea of where you are heading, whether you are prepared to do anything more for the foreign doctors in this province and what discussions have taken place with immigration to make sure that any new doctors who are coming into our country understand.

17:10

You are going to have to take a look at something for the refugee doctors even in the

future. If individuals come here as refugees, they are leaving their country for a reason; they are leaving their country not out of choice. Though we have an obligation to accommodate refugees in a humane way, whether they be doctors, teachers or whatever the profession is, at this point I do not think you have done enough. We should have a discussion on that when the times comes.

Briefly, I would like to refer to ambulance services and the fact that there are two strikes on now, one in Glencoe-Alvinston and the other one in Whitby. Again, the argument is about parity with the Ministry of Health ambulance attendants.

I do not understand our ambulance system where in communities you can have a privately run ambulance system that is not really privately run. It is called privately run, but you own the ambulances. The only thing that is contracted out is the management of the ambulance service; you have to approve the budgets and all the rest of it. Then next to it there can be a public ambulance service that is run by the Ministry of Health, there are volunteers, and then in Toronto you have the municipal ambulance system in hospitals.

It is a hotchpotch system. There is no reason why it cannot be rationalized in the province. You approve the budgets for each of these services. Why you could not at least build into the budget for the private ambulance systems parity with Ministry of Health staff is beyond me. It is ridiculous that if you are an ambulance attendant in Glencoe, you can be getting paid a couple of bucks an hour less than an ambulance attendant would get paid in the nearest place where the Ministry of Health directly runs the system.

We have the strike with five employees at Glencoe, and I am not sure how many employees at Whitby, simply for parity. Obviously the owners of the ambulance systems make offers of saying, "We will pay parity pending approval from the ministry." You refuse to accept the fact that you really are at the bargaining table. You approve the budgets. You own the ambulances. You really are at the bargaining table, but for the purposes of local autonomy or trying to publicly keep yourself out of the disputes, you write back letters that say it has nothing to do with you. You simply fund the system.

You know as well as I do that the private ambulance owners can no more negotiate independently with the unions involved as can the Ministry of Health negotiate without approval from Management Board of Cabinet. You are a

party at the bargaining table. You should take your responsibility and solve these disputes and then start looking at rationalizing the ambulance system so we do not have this hotchpotch approach. I am convinced that a rational policy would result in better service as well.

I am not going to make any lengthy comments about mental health other than to say I think there is agreement that we will try to arrange for a briefing. If it is acceptable, I would like to see perhaps one day of briefing and then reserve some time the next day for questioning, because in the three years I have done estimates, I am not sure we have ever had a substantial discussion on mental health, probably because when the vote comes, we have already occupied all the time on main office. People come into the committee and discuss their local problems and we never get to this subject.

It would be helpful to me because I must confess that is an area I am very weak on. I have not spent enough time on it. For one reason, politicians become involved in health issues that are politically sexy, and mental health is not one of them, but if we are going to respond to some of the difficulties of community-based services, we have to make it a priority in Ontario.

I visited Oak Ridge, and I was absolutely shocked. I am not sure what I was expecting, but in my worst dreams I did not expect there was a place such as Oak Ridge in Ontario. It is totally wrong to call it a hospital; it is a jail. I know the individuals there have committed some horrendous crimes in our province, but nobody deserves to live in a physical facility like Oak Ridge.

From talking to the staff, some of the residents and the patient advocates, but specifically to management staff there, my understanding is that the way the building was constructed, renovations are practically impossible. They gave us an example of trying to renovate a ward to provide some privacy. Because the facility was built with bars at the doors in mind, there is no provision for ventilation. Therefore, you are talking about massive reconstruction, which probably would result in it being less expensive simply to rebuild.

I understand there is more to the issue than a physical facility, but one step should be to blow the place up and start from scratch, because physically the place is a disaster. Some of the retraining of staff that is going on is probably good, although I find it difficult to understand in the sense that they have two staff on a ward being sent away to become registered nursing assistants, and then they come back to the facility and

work with individuals who have developed difficult attitudes towards the inmates over the years. If they go away for training, develop a new attitude but come back to colleagues who have not gone for that training, it will not take very long for them to go back into exactly the same routine that exists at that facility.

There is no doubt that verbal and physical abuse continues at that place today. The patient advocates will advise you of that, and honest staff will as well. There have now been two policies established in that facility for reporting abuse, have there not? The last I heard, the individual cases that had been reported and were to be investigated were up to about 12 since the last policy, and the batting average was zero for 12 in confirmation. It is impossible to think there have been 12 complaints about physical abuse and none of them was justified.

There are some real problems in that facility, both physically and with the staff. The report outlines that. When we are having our briefing on mental health, I would like to get an up-to-date briefing on what is being done to implement the Oak Ridge report.

I know my colleague David Reville, who is much more knowledgeable on areas of mental health than I am, will come in for the briefing and will want to question you about the Clark report. I know Mr. Clark quite well. He is a good Liberal, as you probably know. He was hired by the previous Tory government, but he was a good choice to chair that committee. He is very frustrated that none of the recommendations has been implemented. We will want to know why none of them has been implemented or what the timetable is.

Every year I have been the Health critic, I have raised the issue of rest homes. I discussed the matter briefly with Mr. Van Horne during the estimates of the Office Responsible for Senior Citizens' Affairs. I get the distinct impression your government does not know what to do with them. There has been no policy decision made on who is going to regulate them. I get the impression the emphasis or the leaning towards regulation is at the municipal level, which is the status quo. Margaret Birch even sent out a draft model bylaw for municipalities to regulate rest homes, but the reality is that the municipalities do not have the resources and in many cases do not have the interest. The only way they are going to be adequately regulated is if that is done at the provincial level.

17:20

I remember a few years ago when my last legislative assistant stayed undercover at a rest home for a few days. We then held a press conference afterward to say what the conditions were like. Our municipality renewed that rest home licence shortly after that, even though the conditions were absolutely horrendous. I admit we chose the worst rest home in the community, but it was relicensed. Just a few months ago, the owner of the rest home was charged in court with sexually abusing one of the residents. We had suspected this and there had been complaints before. In many cases the concerns went far beyond abuse. The fact is that the current system, even in a municipality such as Windsor which on paper has a relatively good bylaw relative to some of the other communities, simply does not work because it does not have the expertise. In other communities, of course, there is no bylaw whatsoever; they do not even have the interest to try to protect the residents.

I would also like to have a discussion either at the appropriate vote or in your response on acquired immune deficiency syndrome. We know the circumstance and the disease is a difficult and growing one. There were 284 cases as of the beginning of October—so the numbers would be higher now—and 142 at that time were still alive. According to the Aids Committee of Toronto, the number of cases will continue to double 12 months from now and then will start to decline. I am not convinced that the ministry has done enough to provide the support services. There has been some financial assistance to ACT, but there has not been any financial assistance to other committees within Ontario. There is now an AIDS committee in my community. I believe there is a support group in Ottawa as well. I am not sure which other communities have support systems—maybe we could get a list—but there has to be some financial backing to these groups because the reality is that there is no way public health units or hospitals or other traditional health care groups can deliver the types of support services and education that local groups such as ACT can.

The fact that their case load has increased dramatically—they get incredible numbers of calls for advice and information—is proof that their service is working. My understanding, and correct me if I am wrong, is that each case of AIDS costs the taxpayers approximately \$50,000; so if one case is prevented, substantial amounts of money are saved. I think a case can be made that the groups providing education can save more money than they will cost the

taxpayers. I ask the minister not only to look at the money that has been requested by ACT but also to look beyond Toronto.

I had a case come into my riding office a year and a half ago. The individual has since died. This individual went to Metropolitan Hospital in Windsor, which is the cancer hospital, and was told by the doctor he dealt with that there was no doctor in Windsor who knew anything about AIDS. Second, Metropolitan Hospital was not thrilled about dealing with such cases since it did not want to become known as “the AIDS hospital” because of fear that there would be a stigma attached to it.

Third, when he was in Metropolitan Hospital in intensive care, he actually had staff coming in to take a look to see who was in the hospital because everybody knew somebody with AIDS was in the hospital and it was a relatively small community.

It points out that there are no resources outside of Toronto; there are not even adequate resources in Toronto. There is not enough training for staff in the health care system to teach them how to deal with people who have AIDS. We have a lot more to do. It is a problem that is going to be with us for a long time. More resources are going to have to be allocated and we have to look beyond Toronto in dealing with the problem. Support systems and support services are absolutely essential.

The other day I met with some people who are concerned about environmental hypersensitivity syndrome. I am not going to go into detail, partly because I am not sure I understand it well enough. I know the Thomson report was done. It was tabled the same day as the Oak Ridge report. The Thomson report was given to Dr. Zimmerman. We are waiting for the response. My understanding is that the response may even be in the ministry now and that various ministries may be looking at it to see what governmental response there will be to the review done by Dr. Zimmerman.

I think it is safe to say that the people I was talking to have a legitimate concern that much of the testing that is required is not covered by the Ontario health insurance plan. The serums required for treatment can run into hundreds of dollars, if not thousands of dollars. None of that is covered. In addition, there are all the problems of dealing with the Ministry of Community and Social Services in trying to get a disability pension because not all people are sensitive to the fact that this is a real disease; therefore, there are arguments as to whether people are totally

disabled. I want to get an update from the minister as to where this report stands and when we will get a substantial response and a policy from the government.

I have some of the same concerns in regard to public health as Mr. Andrewes. I would like a response from the minister with regard to the Provincial Auditor's report. The point the auditor makes about public health units can apply to many other health agencies as well, such as hospitals. Percentage increases are the name of the game and individual hospitals, health units and home care programs are not taken into consideration. Everybody is just given a percentage increase.

On accountability, I have written I do not know how many letters in the past year, some of which I have had a response to and some of which I have not had a response to. In support of Mr. Andrewes, I have to say that your ministry takes a long time, a longer time than most ministries, to respond to letters.

Hon. Mr. Elston: I have a lot of letters, too.

Mr. D. S. Cooke: You might have a lot of letters, but in any case, the letters I write to you about individual hospitals always get the standard reply that there is a local hospital board and local autonomy and all you do is fund them. You do more than fund them. You are responsible. You are the Minister of Health. The money for institutions comes from you, so you have more of a responsibility than just to pass cheques out and give them yearly increases.

The comments the auditor made with regard to public health units could apply just as well to hospitals and probably to other health agencies. Some system of accountability for hospitals would be appropriate, as it would be for health units. "Local autonomy" cannot be the catch-all phrase that lets you or your government off the hook. Some mechanism for inspection of hospitals is overdue as well. To simply slough off a complaint and say, "We sent your letter to the administrator of the hospital," is a rather silly approach. Obviously, the administrator of the hospital is going to write back to say, "Your complaint does not have any validity." It has happened 99.9 per cent of the time.

17:30

I do not know what it takes to get the Provincial Auditor to look at other programs, but I hope some of our people on the standing committee on public accounts will get the auditor to look at the same kinds of issues with other health care institutions. I would like to get some understanding of how you are going to respond to

the auditor's specific comments on public health units.

I am going to talk a bit about seniors. I would like to read into the record some recommendations that were made by Sheila Copps in June 1984, in a report that was released an hour before ours; we did one called Ageing with Dignity. It just happened that both opposition parties chose the same day to have press conferences. There have been many reports. There was Options for Living: Directions for Change. There was Ageing with Dignity. There was Margaret Birch's *The Elderly in Ontario: An Agenda for the 80s*. There was a recent Conservative document and the white paper *A New Agenda* from the Minister without Portfolio responsible for senior citizens' affairs (Mr. Van Horne). The minister's new agenda is not new at all. The principles expressed in the new agenda are exactly the same principles that have been outlined in every other report about seniors that has been produced so far in the 1980s. The only problem is that nothing has ever been done to act on those reports.

I said to the minister during his estimates that I never imagined I would say this about Margaret Birch, but in fact, if one reads Margaret Birch's report, it is better than his. It was more specific in its recommendations. It covered ministries other than the Ministry of Health and the Ministry of Community and Social Services. The problem was that nothing was done.

Let me read some of the recommendations from *Options for Living: Directions for Change*:

"That a bill of rights for residents in long-term care be developed immediately for introduction into legislation." That was back in 1984. If it was supposed to be "immediately" then, I do not know why it has taken a year and a half to get amendments to the Nursing Homes Act. You should have at least been able to bring in a bill of rights to the Nursing Homes Act.

"That an independent health complaints commission be established, with the responsibilities of conducting inspections of long-term care institutions and hearing complaints.

"That all programs for the elderly, from home support to long-term care, be consolidated under the jurisdiction of the Ministry of Health." I disagree with that; I think it should be under the Ministry of Community and Social Services, but I do think it should be consolidated.

"That a seniors' advocate system be established throughout the province.

"That the Ministry of Health move to legislate standards of care for rest homes across the province.

"That the Ministry of Health assume jurisdiction over older adults centres across Ontario and increase their numbers as well as operating grants.

"That the provincial government increase funding for multilingual community centres whose mandate includes outreach programs for ethnic seniors.

"That the Ministry of Health, in co-operation with the Ministry of Housing, work to develop more community-based housing and family support programs reflecting the changing needs of an ageing family member."

At some point I would like the minister to tell us which of these recommendations from his caucus when it was in opposition he is going to implement. The last thing we need is more studies, but what we have from the government so far on seniors is the white paper. It was released in June, so it took a year to produce. If one looks at it, one can see that anybody who has been involved in this ministry or the Ministry of Community and Social Services, or even a member of the Legislature, could have written it in about four hours. You have read the report; there is nothing terribly innovative in it.

The only other thing you have done for seniors in the first year is to bring in integrated homemaker services. The legislation reflected very clearly that there had not even been agreement as to who was going to have jurisdiction. The Ministry of Community and Social Services has the legislation and it is a joint responsibility between your ministry and the Ministry of Community and Social Services. We are not even moving towards one ministry having responsibility. New legislation is introduced and it is split. The number of hours available under that program make it impossible to be considered a real alternative to institutions such as nursing homes.

The other thing about the homemakers' program is that it relies totally on the minimum wage. I do not see how we can possibly talk about being serious about home programs if we are going to pay the participants who provide that service the minimum wage. In effect, they are providing the biggest subsidy.

Another effect is incredibly high turnover of staff. My understanding is that in Thunder Bay the staff turnover is at a rate of 111 per cent per year. There is no way a recipient of care can develop any kind of relationship with the person who is working in the home or working with him if he has a different person coming every few months.

This is another example where the rates of service through the Victorian Order of Nurses or the Red Cross do not reflect reality. My understanding is that it used to be negotiated on an annual basis. Then, when the restraint program came in, the ministry simply started giving four per cent increases and communities that had low rates through the Red Cross were locked into those low rates. Some have been resolved to some extent by negotiation and by intervention, I guess by the Ministry of Community and Social Services.

It is absolutely ridiculous that the rates of pay from the ministry to the services vary all across the province. Why should there be a rate per hour in London that is different from in Windsor, Toronto or northern Ontario? If \$6.75 is the rate in Toronto, then in Windsor it should not be \$6 or whatever the rate is. There somehow has to be some rationalization. There has to be recognition that this is a permanent program on a par with institutions in terms of its importance to the health care system. If we accept that it is as important, and some would argue that it is more important, then the rates of pay to the employees have to be adequate. This will have to be addressed. I gather the estimate is that there will be a budget of \$60 million when the whole program is implemented. There is no way a properly administered, integrated homemaker program can be adequately provided for \$60 million; you are cutting back somewhere by doing it at those rates.

We still have to get serious about some of the other alternatives, whether it is day care—I wish someone could come up with a different title to day care for seniors—day hospitals or apartments and townhouses that have programs built into the facilities.

I will spend a few minutes talking about nursing homes. My view is that absolutely nothing has changed in the past year and a half. In my community, after two years, charges against Beacon Hill Lodge were thrown out. I am not sure what the results were at Essex Nursing Home, but the lawyer who was speaking for the home after the decision on Beacon Hill said Essex was going to go for exactly the same thing. The justice of the peace simply said that too much time had elapsed and that therefore he was throwing out the charges.

Clearly the message coming out of that, and out of the lack of real enforcement, is that the ministry is not serious about enforcing the Nursing Homes Act. Ever since you have talked

about enforcement, all we have seen is inconsistency.

I know the Beacon Hill case almost inside out; I have a file which starts back in 1979. Since the charges were laid, I have had letters from you outlining violations with regard to staffing, the reuse of creamers and margarine, broken beds, broken call bells, a shortage of linen and not following therapeutic diets. That is to list just some of them, some of which I think are quite serious. All that is since the charges were laid two years ago, yet not once has another charge been laid.

In the most recent letter I got from you—after I specifically said, “Why have you not laid more charges against Beacon Hill?”—you stated that there had to be consistent neglect of implementing the compliance order. In the past two years in particular, that has been totally consistent and no more charges have been laid against that nursing home. All we get are compliance orders, and if they comply for a few weeks, that is okay. If they do not comply, you write up another compliance order, if the inspectors ever hear about them.

17:40

In my view, this home has been a disgrace and is an example of what is going on in the nursing home system. Another example in my area is the home that is owned by the Docherty family. My understanding is that they are still charging this \$1,000 deposit for people who are on Green Shield for the copayment, which I gather is legal from letters I got from you. I thought something was going to be done about that, but my understanding is they are still doing it.

I have raised in the Legislature the issue of Rest Haven Nursing Home and Caressant Care in St. Thomas. Now we have the case of the Maples Home for Seniors in Tavistock, where I gather there was a public meeting last night that more than 200 people attended, outraged at the fact that this nursing home has been sold to Caressant Care and the residents are going to be forcibly moved.

All we have to do is look at both of these cases to see that they violate grounds you said you would not approve sales on, one of them being concentration of ownership. These are cases of forced relocation. I reread the report that was prepared by Concerned Friends of Ontario Citizens in Care Facilities in 1982, in which they cited a number of studies that clearly indicated that the effects on residents of forced relocation can be quite disastrous. Statistics are statistics and who knows how relevant they are, but the statistics they use are: age 65, two per cent will

die in the first three months; ages 66 to 80, 16 per cent will die; 81 years of age and over, 30 per cent. Of those whose prognosis was already poor, 34 per cent will die; fair, 18 per cent; excellent, six per cent. Of those who after the move rejected the new setting, 41 per cent will die; neutral, 29 per cent; accepted it, 14 per cent.

Obviously, these are all different criteria but I do not think anybody in this room would disagree that the reality is that an older person who is already not well—otherwise he would not be in a nursing home—who is forced to relocate to unfamiliar surrounding with brand-new staff is going to have great difficulty. I cannot understand why the ministry would approve these sales without any consultation with the residents and relatives.

The minister may say that he cannot do anything about sales without new legislation. However, it is my understanding that there were two nursing homes—one I believe near the Pickering area; I forget where the other one is—both owned by the same people who wanted to sell, I believe, to Versa-Care. Maybe I am wrong about the chain, but I know they were calling my office weekly asking us to put pressure on you to allow the sale. They eventually gave up calling us. It is my understanding that in that case you did not allow the sale. If you could refuse them in that case, why can you not use those powers to refuse these kinds of sales?

I mention again, as I did last year, the deaths at Extencicare London. The issue has obviously been dealt with by the minister and decisions were made. However, I still feel absolutely amazed that 19 people could die in a nursing home from the largest outbreak of that particular disease in North American history in an institution. We went through the entire tragedy without charges being laid, with a coroner's inquest being held but without a public inquiry. At the very least, a public inquiry to get to the bottom of some of the conflicting information coming out and some of the conflicting professional judgments and inspections would have been useful and justified.

I continue to feel that if this had happened in a children's mental health centre or a public hospital where younger people had died, there would have been a completely different reaction, not only from the government but also from the public as well. It makes me very sad to think that to be the case, but I believe the attitude in society is such that when people go into nursing homes, we feel they are going to die, so that it does not

matter all that much; all this did was speed up the process.

That is not my attitude and I am not suggesting it is your personal attitude, but I think some of the messages that come out by reacting the way we do to the Extendicare London Nursing Home case, or the lack of reaction, confirms and expands those kinds of attitudes. I do not know what else can be said about the Extendicare London case other than that I want once again this year to express my dissatisfaction with the way the ministry dealt with it.

I have read your comments about new directions for the ministry inspection service for the nursing home system. I do not believe it is all bad. Perhaps the separation of prosecution or enforcement may be all right, but I am concerned about the other aspects. You are going to have some inspectors with the ministry, as I understand it, although the way Mr. Van Horne talks, they may even go to public health units. You are going to have some inspections done by the ministry, some by the public health units and some by the fire department, and you are going to have this enforcement section. I worry about how this is all going to be properly co-ordinated to make sure the result is not an even more fragmented inspection service that results in even less enforcement, if that is possible, than is now the case.

I have dealt with public health units on rest home inspections and I do not believe they do a good job. They had the service before 1972; they dealt with the inspections before the new act. I continue to feel that the best way of dealing with it would be to decentralize further the inspection offices so that ongoing inspections would be carried out by the Ministry of Health. I do not believe it is going to be possible to co-ordinate properly the system you have suggested so that there will be proper enforcement.

My calculation is that under the current system, of the more than 9,000 violations of the act cited in the Woods Gordon report, less than one per cent resulted in charges. My stats for the past year show that less than one per cent of those charges have resulted, at this point, in convictions.

While Ministers of Health constantly say there is going to be a crackdown on nursing homes—and I think that in my 10 years as a legislator there have probably been 10 to 15 crackdowns on nursing homes—though that is a bit of an exaggeration. An awful lot of Ministers of Health have said they were going to crack down on nursing homes. The reality is that there has not

been a crackdown on nursing homes, and the owners of these facilities know there has not been a crackdown. They know it is cheaper to violate the act than it is to implement the act, because even if they do get charged and go to court, the fines under the current system are so minimal that they can save enough money to pay.

The minister had people at the conference on nursing homes, which was held a week or two ago. One of your people spoke at the conference. I was not surprised. This is put on by the nursing home industry. One of the areas covered in one of the workshops was avoiding litigation.

Let me read something here. This is not a quote; it is from our notes by the research person who went to the conference. It argues that quasi-criminal offences are strictly liable as opposed to an absolute liability. Therefore, the licensee can exonerate himself by showing that he took all reasonable steps to avoid the act in question.

17:50

This was an example used at the conference. This argument was made successfully by a nursing home in 1985. The presenter of this topic said that an employee handbook telling all employees what is expected of them would probably constitute reasonable steps. This is the kind of stuff they talked about.

Second, the brief argued that the inspectors' powers violate the charter provisions against unreasonable search and seizure. It encouraged nursing home owners to fight charges on this basis.

Third, the paper argued that the act may be breaking the section of the charter providing for innocence until proven guilty. When a nursing home is found in violation of a regulation, it is required by law to file a compliance report that outlines how it intends to correct the violation. Without any type of hearing, this forces nursing home owners to admit they have violated the regulations. To charge a nursing home after compelling the administrator to admit guilt should be unconstitutional.

You had a representative there who spoke as well. Some of the presentations by the industry focused on how to avoid the act and how to avoid litigation rather than on how to provide decent care. That came through in my reports of the press conference today. Industry representatives want an extra \$173 million. They said they would agree to financial disclosure on that \$173 million. Their whole approach is not compatible with improving the quality of care.

Last year in your opening statement you said: "At present, among the private sector nursing homes of this province, 95 per cent are run by nonprofit-making operations and only five per cent by nonprofit groups. It seems a fair question to ask if there is not room in the extended care field for a broader nonprofit role." I agree, but I would be interested in knowing what you have done in the past year to encourage that and how many beds, if any, have gone to the nonprofit sector in the period. I do not see a change in direction.

I remain absolutely convinced—and I do not even believe it is philosophical or ideological; I believe it is a matter of fact—that the private-profit sector cannot possibly change its priority. Its priority has to be to make a profit for its owners. That is the nature of the system. At the press conference today Mr. Hunt from Extendicare talked about 13 per cent of assets. I am not exactly sure what 13 per cent of assets means, and I was trying to figure it out. With 30,000 nursing home beds, assuming about \$30,000 a bed, that would mean an incredible amount of money in profits.

Even I do not believe the private nursing home sector is making that kind of money. It is doing all right in most cases; that is its job. People who run Extendicare nursing homes have to try to produce a profit for the shareholders. The little company in my riding called Docherty Family Management has to try to produce a profit. That is the nature of the system. I am not quarrelling with that. What I am saying is that I do not like the nature of the system for nursing home care. I do not believe you can change the priority. You can build in all the accountability mechanisms you want to try to build in. As they suggested at the nursing home news conference today, you can put in monthly financial accountability for this \$173 million, but they obviously avoid the idea of profit. They are talking about how much of the system is already going away from care and going into profit. If we are going to change fundamentally the priority in the nursing home system, we have to start emphasizing the nonprofit sector.

I did not think I was going to go on quite this long. I hope that when we see the amendments to the Nursing Homes Act we will see things such as financial disclosure, because even if the system were entirely nonprofit, I believe in financial disclosure. If we are going to have proper financial disclosure, then it has to be totally broken down so that we know how much is being spent on food, staffing, recreation and whatever else. We have to get some meaningful figures so

that consumers, residents, politicians and the taxpayers can make fair judgements on where their money is going.

A bill of rights is absolutely essential. I am not suggesting that a bill of rights in the Nursing Homes Act is going to solve all our problems. I am not even sure it will solve any problems, except that it would set out the rights that residents and their families can expect. The most important thing about a bill of rights in the Nursing Homes Act is that it would be a statement of principle on the part of the Legislature and on the part of the government. I do not think it can be in the regulations; it has to be in the legislation. If a bill of rights is important enough to have, then it is important enough to put into the legislation.

The Acting Chairman (Mr. Offer): Mr. Cooke, I am wondering—

Mr. D. S. Cooke: I am almost finished.

The Acting Chairman: Okay. It has just been indicated that there is a piece of business that members would like to discuss.

Mr. D. S. Cooke: I will take only two more minutes. I also want to see some form of advocacy. I am not suggesting, and I do not think, that advocacy can necessarily be included in the Nursing Homes Act. I understand that the Ministry of the Attorney General has a draft bill on an integrated advocacy program, which should be the model that should be used.

When we deal with the nursing home amendments, we have to deal with staffing levels as well. I expect that these nursing home amendments, if introduced soon, will be referred to committee for extensive public hearings. I hope the public hearings that will be held by this committee will include travel throughout Ontario. People in this province have an awful lot to say about nursing homes, and it is about time they had an opportunity to do that.

Mr. Chairman, I will not go on any longer, other than to say that I look forward to debating some of these issues with the minister and with my colleague Mr. Andrewes over the next number of hours.

The Acting Chairman: Prior to the minister's response, which in all likelihood will not take place until Monday, I want to mention that there has been an indication to me from the chairman, which you also indicated in your opening comments, concerning a briefing with respect to the areas surrounding mental health. If it is agreeable to committee members, can we get some idea of when that might be available so that

ministry staff will not have to be here until a particular date?

Mr. D. S. Cooke: I do not know whether Mr. Andrewes has to participate in the Bill 7 debate on the mental health amendment. I do not. Mr. Reville, who wants to be here for the mental health debate, will. My understanding of the schedule is that we are doing retail sales tax on Monday. If we finish that in committee of the whole, we will go to Bill 7. In all likelihood we will not finish it on Monday. If we want to, we could do it then, unless we do the minister's response on Monday.

Hon. Mr. Elston: There was a note suggesting that Monday is agreeable. I do not think that was put to Mr. Andrewes. Our people are able to provide it on Monday. I have no particular problem, except that I may have to excuse myself on the Bill 7 item near the end of the day if that bill comes up in the House. Otherwise, I have no difficulty with Monday if Mr. Andrewes is agreeable.

Mr. Andrewes: It is fine.

The Acting Chairman: Because there is no objection to that, on Monday during the day we will have the briefing surrounding the mental health area.

Mr. D. S. Cooke: Is there an understanding that if there are questions, we can continue them on Tuesday?

Hon. Mr. Elston: If we have the briefing on the mental health issues, we might as well have those questions. I can go into my response after that. I do not think there is any requirement for me to respond directly after.

The Acting Chairman: Is it agreeable that we have the mental health briefing and then questions and answers? The minister can respond thereafter, whenever that takes place, whether Monday or Tuesday.

Mr. Andrewes: I look forward to being very agreeable. I want to clarify that we are not going to go through these estimates vote by vote and we

are not going to be hidebound and not able to go back. If that is agreeable, I am prepared to agree to the agenda you have proposed.

The Acting Chairman: You want to go back and forth on different items. If we discuss an item in detail, we should close it. Otherwise, we could have people coming in and opening up subjects about which we have talked ad nauseam.

Mr. Andrewes: I agree that we must have some sort of agenda. We certainly do not want our own members wandering in periodically to raise their own pet issues.

Hon. Mr. Elston: They do it anyway, and we usually accommodate people who have particular local issues that need to be addressed. However, I would hate to see us look at a vote, go forward and then accommodate a particular issue and open up a vote entirely under the pretext of just dealing with the one issue. We have always accommodated local members' questions in a creative fashion, and I do not have any problem with that, but I do not want to leave all the votes open until the last moment. That would not be helpful. It certainly would not be helpful in terms of assigning days for attendance by the ministry.

The Acting Chairman: If I might make a suggestion, taking into account what the minister said and what Mr. Andrewes has said, on Monday we can commence with the briefing. Questions and answers will follow, then the minister's response. That might take us into Tuesday. At the end of the Monday session, we can have another discussion with respect to particularizing the agenda and with respect to structuring the voting and the days allocated for the vote. There will be some particularity and some structure. Is that agreed?

Mr. Andrewes: I do not know what you said, but I agree.

Hon. Mr. Elston: Five hours of estimates is what you just agreed to.

The committee adjourned at 6:02 p.m.

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Andrewes, P. W. (Lincoln PC)
Cooke, D. S. (Windsor-Riverside NDP)
Johnston, R. F., Chairman (Scarborough West NDP)
Offer, S., Acting Chairman (Mississauga North L)

Witnesses:**From the Ministry of Health:**

Elston, Hon. M. J., Minister of Health (Huron-Bruce L)
Dyer, Dr. A., Deputy Minister



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Health

Second Session, 33rd Parliament
Monday, December 8, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 8, 1986

The committee met at 3:27 p.m. in committee room 1.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3101, ministry administration program; item 1, main office:

The Vice-Chairman: Ladies and gentlemen, the minister is here, as are the appropriate staff. We can get under way.

I believe we are holding the minister's response until we have completed a presentation on mental health, which, by the look of the apparatus, will be a presentation son et lumière by someone who is presumably bilingual. How fancy do you want this? In any case, whoever is in charge of the light and sound presentation and the discussion on mental health perhaps can get under way.

Hon. Mr. Elston: The assistant deputy minister, David Corder, will be starting off and then assigning various tasks around the mental health group in our ministry.

I do note that Mr. Reville wants to be here, and I take it he is going to be coming shortly.

Mr. D. S. Cooke: Soon, I hope.

Hon. Mr. Elston: If he turns out not to be here right at the start, perhaps we can do something to update him rather than repeat when he gets in. He should be able to catch up somehow. David Corder is here to make the presentation.

Mr. Corder: In preparing for the briefing on the mental health system in Ontario, I am going to spend a couple of minutes identifying the major components. Today Mrs. Debi Mauro, the director of the mental health operations branch, will go through the provincial psychiatric hospital system, and then Mr. Giuffrida, the acting co-ordinator of the patient advocate program, is here to talk about advocacy in the psychiatric hospitals.

The mental health system, as we have seen it in the past few years, is made up of 72 psychiatric units in general hospitals, for which the area I am responsible for has policy planning. It has 10 provincial psychiatric hospitals, approximately 290 community mental health programs and approximately 84 alcohol and drug programs. It also has community mental health hospitals: the

Clarke Institute of Psychiatry, the Royal Ottawa Hospital, the Sudbury Algoma Hospital and the Homewood Sanitarium.

The mental health system was brought together in 1982 under one administrative structure. As a result, the area I am responsible for looks at the operation of the system. I am also responsible for policy throughout the system.

I will call on Debi Mauro now to talk about the psychiatric hospitals in the 10 locations throughout the province.

Mrs. Mauro: Are you going to be able to hear me if I stand?

The Vice-Chairman: It would be better if you sat.

Mrs. Mauro: I will spend a few minutes giving you a general history of the provincial psychiatric hospital system. Then I will show you a videotape on one of the provincial psychiatric hospitals.

The role of the provincial psychiatric hospital system has evolved from the early 1800s until now. The first provincial psychiatric hospital, Queen Street Mental Health Centre, opened its doors in 1850. It was called the provincial lunatic asylum at 999 Queen Street. It had many functions. It basically provided a shelter, an asylum, for all disabled people, including those who were suffering from a mental illness, criminals, vagrants, the retarded and the physically handicapped. From about the mid-1850s through to the 1930s, there was not very much change in the provincial psychiatric hospital system. It was seen as an asylum, as a safe place for that group.

Then, in the 1930s, there was a movement towards looking at more alternatives, and thus the approved home program was born. This program provided some homelike environments for people moving from the provincial psychiatric hospital system to a more community atmosphere. Up until the 1950s, there was not a lot of treatment for people suffering from psychiatric illness.

In the 1950s, there were more treatments and more therapy. You may have heard of the insulin therapy treatment; it was not very successful, but it was tried. There were various cold tub therapy treatments. Towards the late 1950s and early

1960s was the advent of psychotropic medication, drugs for people with major psychiatric illnesses. As well, towards the end of the 1950s through to the 1960s, more general hospitals in Ontario became involved in psychiatric treatment. As of 1959, 11 units in general hospitals were also providing inpatient treatment for people with psychiatric handicaps.

In the 1960s was the advent of the homes for special care program. The mandate of that program was to provide alternative accommodation for people, moving them from the provincial psychiatric hospital system—and at that time, from the mental retardation system—into the community. Someone will talk in further detail tomorrow morning about the homes for special care program, but I wanted you to know where it fit into the development and advancement in the psychiatric hospital system.

This overhead shows you the change in the population in the provincial psychiatric hospital system from 1960, at which time, you will note, there was a bed capacity of more than 15,000 in the system. Today, in 1986, there are roughly 4,200 beds in the 10 provincial psychiatric hospitals.

There are some other statistics there. You see, first, admission and readmission rates. One interesting thing is that the readmission rate in 1986 is about 6,500. What you are seeing now is a shorter length of stay and, from time to time, a rehospitalization for stabilization of the illness. That is not necessarily viewed as negative any more. When someone needs to be stabilized, he comes into hospital for a short period of time and then goes back into the community.

Mr. Andrewes: Before you take that down and put it away and I forget, can you briefly tell us why the first admissions rose from 1960 to 1976 and then dropped significantly from 1976 to 1986? If you have already done that—

Mrs. Mauro: My interpretation is that, first of all, in the 1960s you did not have a lot of alternatives out there, so that people were admitted and stayed a long time in the provincial psychiatric hospital system. By the mid-1970s, general hospitals were providing more services. I mentioned that in 1959 there were 11 general hospitals with psychiatric units. By 1976 we had approximately 70 general hospitals providing services, and that could explain the drop. You are also having shorter lengths of stay in the provincial psychiatric hospital system.

Mr. Reville: More people are kept in Parkdale nowadays than in hospitals.

Mr. Andrewes: We wondered where you were.

Mrs. Mauro: Since the mid-1960s you have seen an advancement in the area of community mental health programs as well as more alternatives, better medication and better treatment. More options are available to people who, before the mid-1970s, were often institutionalized for long periods of time. Now people are living in the community and coping with a better community mental health support system around them.

Here is some information on the 10 provincial psychiatric hospitals. It shows you here the locations: Brockville, Hamilton, Kingston, Lakehead in Thunder Bay, London, North Bay and Penetanguishene, which has the regional hospital and also the only maximum secure facility in the province, called Oak Ridge. Then you have the Queen Street Mental Health Centre in Toronto, St. Thomas Psychiatric Hospital and Whitby Psychiatric Hospital. If I can move the slide over a little bit, you will see the number of beds that are set up in each of the 10 psychiatric hospitals.

Mr. Reville: Is that 4,200 beds?

Mrs. Mauro: Yes, 4,200 beds in the 10 hospitals.

Mr. Reville: That is down from what level before the deinstitutionalization began?

Mrs. Mauro: You also have to look at the mental retardation facilities, because they were included in that number back in the 1960s. There were about 15,000 beds in total at that point.

Mr. Reville: I am sorry, now I am confused. There were 15,000 beds, including those for the mentally retarded?

Mrs. Mauro: That is right.

Mr. Reville: Approximately how many of those 15,000 beds were for the mentally retarded?

Mrs. Mauro: I do not have that figure. We would have to get that.

Mr. Reville: Okay.

Mrs. Mauro: This is a little more detailed chart looking at the 10 psychiatric hospitals and the beds set up. This is for 1985-86. It gives the number of new admissions for that time period; the number of readmissions; total admissions, being roughly 11,000 for that fiscal year if you add all of them; and the number of discharges for the same time period, which is about equivalent to the number of admissions.

Mr. Reville: Has any qualitative work been done on these statistics in terms of reasons for the number of readmissions?

Mrs. Mauro: Would you expand on what you mean by "qualitative"?

Mr. Reville: We have some quantitative work here, which talks about numbers of folks, and I assume, judging from your numbers, that you must conclude that people can be readmitted more than once in the same calendar year.

Mrs. Mauro: Yes.

Mr. Reville: That is one of the conclusions that one would draw from these data.

15:40

Mrs. Mauro: Yes. As well, there are carry-overs from the previous fiscal year in those figures. That is possible in those numbers. You have a population, such as that of geriatric patients, that would be consistent or would carry through more than one fiscal period. That is possible. Generally speaking, you have a balance between the two.

One of the functions of the quality assurance program in each of the 10 psychiatric hospitals is to look at the quality of care a person was given when he was in hospital. That is both retrospective and current. There is a program in each of the 10 hospitals that looks at the quality of care delivered in each of those hospitals.

Mr. Reville: That is not the kind of qualitative research I meant. For the 6,594 readmissions, do you have any evaluation of why people were readmitted?

Mrs. Mauro: That is part of the function of the audit process in each of the hospitals. They look at why the person was readmitted, the causes.

Mr. Reville: Is that available or is it under way?

Mr. Corder: Would you like a breakdown generically of the diagnoses of the people who have been readmitted?

Mr. Reville: I assume the diagnosis remains reasonably constant from admission to admission. One of the reasons for a readmission would be that the illness has become such that a hospital stay is required. Does any more in-depth inquiry than that happen?

Mr. Corder: We can undertake to get you more information in that area. In her opening remarks, Mrs. Mauro indicated it is not necessarily bad psychiatric care today to have readmissions. The philosophy is to shorten the length of the stay and provide the supports. If they become acutely ill or upset again, we readmit them and restabilize them. I can undertake to get you the information we have on the causes.

Mr. Reville: I would be very interested in such information. Illnesses become acute for a number of reasons that may not all be connected with the illness itself. There may be other environmental causes, to use a broad description.

Mr. Corder: That is true.

Mrs. Mauro: This slide gives you some basic statistical information on the 10 psychiatric hospitals, the total number of beds set up during the fiscal year 1985-86 and the total number of medical staff. That figure includes both physicians and psychiatrists in the 10 psychiatric hospitals but does not include consulting services from physicians outside. You have seen the number of total admissions and readmissions. The ratio of admissions is 0.6 to 1. Also shown are the net operating costs and the average per diem rate for the 10 psychiatric hospitals.

I will spend a couple of minutes on the types of programs offered in the 10 psychiatric hospitals. Under the Mental Health Act, all 10 hospitals must provide inpatient services, outpatient services, consultation services, educational services and services to the catchment area and to other general hospital facilities and community agencies as required under the act. Therefore, they all have acute inpatient programs. If people are in crisis or in distress, the hospitals must provide 24-hour inpatient treatment for that population. They have rehabilitation programs and longer-term programs for people with more chronic illnesses. They have geriatric services.

There are also specialized programs in some of the hospitals. Oak Ridge in Penetanguishene, which I mentioned earlier, is a maximum-secure treatment facility for men; it has roughly 270 beds. I believe we will be covering the Oak Ridge program in further detail later on in our presentation.

There are adolescent units in two of the provincial psychiatric hospitals. They provide services for adolescents aged 12 to 16 years. There are such units at Whitby Psychiatric Hospital and London Psychiatric Hospital.

We also have specialized forensic programs in five of the 10 psychiatric hospitals. Depending on the needs in a given catchment area, you will have some specialized programs.

There is also a full range of outpatient services in each of the 10 provincial psychiatric hospitals, which provide assessment, housing assistance, psychotherapy, counselling, rehabilitation programs in the community, vocational rehabilitation workshops and various outreach programs and satellite programs in the communities.

Mr. Reville: The number of beds is not differentiated there. Can you give me an idea how many of those beds would be maximum secure and how many, if any, would be medium secure?

Mrs. Mauro: I can provide you with a detailed breakdown of each of those, but roughly speaking, five of the 10 hospitals have secure treatment facilities and most of those programs have between 20 and 30 beds.

Mr. Reville: Is that exclusive of the Metfors unit?

Mrs. Mauro: Yes. Metfors is a program of the Clarke Institute of Psychiatry.

Mr. Reville: And it just happens to be located at the Queen Street Mental Health Centre?

Mrs. Mauro: Yes; they rent space there.

Mr. Reville: Is Oak Ridge the only facility that has what we would call maximum-secure beds?

Mrs. Mauro: That is correct.

I thought this might be an interesting chart to show members; it is a comparison of medical manpower in all 10 psychiatric hospitals over the past five fiscal years. It shows the number of general practitioners, the number of psychiatrists and the total number. You can see there has been an enhancement of medical services in the 10 psychiatric hospitals over the past five years and quite a growth in the past two fiscal years.

As far as accountability is concerned—I want to spend a couple of minutes on this—all 10 psychiatric hospitals are members of the Ontario Hospital Association and the Canadian Council on Hospital Accreditation. All 10 hospitals go through the accreditation process, and I am proud to say that all 10 hospitals are fully accredited hospitals as per the Canadian hospital accreditation standards.

The 10 hospitals are subjected to inspections by a public health inspector under the Solicitor General, and they are audited yearly by the Ministry of Health audit branch. The 10 psychiatric hospitals follow all the government and ministry policies and procedures; they also have specific procedures around hospital staffing issues and patient issues, and they follow each of those manuals. Therefore, those manuals and procedures are in place for all 10 hospitals.

Mr. Reville: I have another accountability question. Are there community boards in place at the 10 hospitals?

Mrs. Mauro: Yes. There are 10 community advisory boards in place and they provide advice to the Minister of Health (Mr. Elston) on future

directions for each of the provincial psychiatric hospitals. Their mandate also includes providing community input into each of the 10 provincial hospitals. We view this as a very important mechanism.

Mr. Reville: Can you tell us the composition of the community advisory board and the manner of selection of the community advisers? Is there a kind of formula?

Mrs. Mauro: There is, and it varies. There is a model prototype for the community advisory boards. They range between 13 and 15 members in composition. The membership on each of the community advisory boards is representative of the catchment area it serves. For example, the advisory board for the North Bay Psychiatric Hospital has members from Kapuskasing, Timmins, Sudbury, Sault Ste. Marie, North Bay, Mattawa and Sturgeon Falls. There will also be francophone members on those boards.

15:50

Mr. Reville: How are the members chosen?

Mrs. Mauro: The community advisory board puts advertisements in local papers and asks for nominees. They select as many as they can. They may have vacancies in one area at a given time. They try not to have a turnover of the entire board in one year; it is staggered over a three-year period. For example, they will advertise for nominees in Kapuskasing and will network with other community agencies. The nominations are forwarded to the Minister of Health.

Mr. Reville: It is a ministerial selection?

Mrs. Mauro: An appointment, yes.

This afternoon I brought a videotape on the Hamilton Psychiatric Hospital. Last fall, Assa El-Sisi, who is a producer with the CBC, brought cameras into three of our provincial psychiatric hospitals—Hamilton Psychiatric Hospital, Queen Street Mental Health Centre and the Penetanguishene Mental Health Centre. It was the first time this had ever been done.

One of the programs you are going to see this afternoon was aired on *Man Alive* about a month and a half ago. It is a 30-minute segment on the Hamilton Psychiatric Hospital. I will show it this afternoon because it gives a good idea of the types of services the Hamilton Psychiatric Hospital provides and the types of clients that are treated.

Before turning on the video, I will give you a quick profile of the Hamilton Psychiatric Hospital.

Mr. D. S. Cooke: May I make one request for statistics? You did the slide on admissions.

Could I get a statistic on the number of children admitted to the adult psychiatric hospitals, broken down by year and by hospital, for the past number of years?

Mrs. Mauro: Yes. Keep in mind that two of the 10 psychiatric hospitals have adolescent units.

Mr. D. S. Cooke: Yes. I am speaking of the ones that do not have adolescent units.

Mrs. Mauro: Certainly.

Hamilton Psychiatric Hospital serves a catchment area including Brant, Haldimand, Niagara, Hamilton-Wentworth and Halton. The hospital is a fully accredited hospital. It has had three successive three-year accreditation awards. The last accreditation survey was conducted April 9 and 10, 1986.

The hospital has been operational since 1896; however, it was rebuilt in the 1950s. The hospital is a unique facility in that it is a teaching hospital and has enjoyed an affiliation with McMaster University for the past 15 years. The hospital has 368 beds set up and 26 medical staff. You have seen statistics on the number of readmissions, total admissions, net operating costs and the per diem rate for the hospital.

Hamilton Psychiatric Hospital is also unique in that it is part of a network. Along with the other general-hospital psychiatric units, it serves a population of about 400,000 residents in the Hamilton-Wentworth area. There is one central admitting area, at St. Joseph's Hospital in downtown Hamilton. Individuals requiring admission go there and are screened through St. Joseph's Hospital. Depending on their needs, be it a short-term or long-term program, St. Joseph's Hospital will funnel them—if I can use that expression—to the appropriate psychiatric facility. It works very well. This network is a good communication mechanism for all the providers of mental health care in the Hamilton area.

Mr. Reville: It does not say in your statistics how many of the patients are voluntary and how many are involuntary. Do you have numbers or percentages for that?

Mrs. Mauro: Yes, we do. Are you interested in Hamilton?

Mr. Reville: The number would change from time to time, but would it be 20 per cent of the 368 beds on average?

Mr. Corder: I do not know that offhand, but I could get you the statistics of the voluntary and involuntary admissions.

Mrs. Mauro: Depending on the type of program, it will vary.

Mr. Andrewes: Are you saying that all the admissions are done through St. Joseph's Hospital?

Mrs. Mauro: For the Hamilton-Wentworth area; if you come from Niagara Falls, of course not. But for the Hamilton-Wentworth area—Hamilton proper—it is through St. Joseph's emergency centre in downtown Hamilton.

Mr. Andrewes: You went on to say the assessment is done there and the appropriate facility is assigned.

Mrs. Mauro: Yes.

Mr. Andrewes: When you talk about an appropriate facility, what choices are there other than the general hospitals that have psychiatric units and Hamilton Psychiatric Hospital?

Mrs. Mauro: It is mostly general hospitals and Hamilton Psychiatric Hospital. I have the number of beds in each hospital. Hamilton Psychiatric Hospital has 368 beds, St. Joseph's Hospital has 34, Henderson General Hospital has 26, Hamilton General Hospital has 30 and Chedoke McMaster Hospitals have 31.

Mr. Andrewes: A patient could be reassigned to Henderson, Chedoke or wherever?

Mrs. Mauro: Yes. It depends on whether it is a long-term or specific program or specific therapy that a psychiatrist may provide.

Mr. Andrewes: Does the catchment area for Hamilton Psychiatric Hospital extend beyond Hamilton-Wentworth?

Mrs. Mauro: Absolutely; it includes Brant, Haldimand, Niagara and Halton.

Let me say a few words on the types of programs offered at the Hamilton Psychiatric Hospital. There is the Fennell program, which consists of two 48-bed wards for longer-term psychiatric clients. There is a small forensic assessment service with six beds. There is the Haldimand-Brant program, which is a 40-bed ward serving psychiatric patients from that area. There is the Hamilton centre program, which serves downtown Hamilton clients. There is a longer-term medical service program, which has a 24-bed ward with a lot of geriatric patients in it. There is a 29-bed program for the disturbed developmentally handicapped; we often refer to that as the dual-diagnosis group. There is the Niagara region program, which is a 42-bed facility serving the Niagara area. Then there is a 48-bed geriatric unit serving people 65 years of age and older.

Mr. Andrewes: As far as possible, patients are assigned by designation of their geography. Is that what they attempt to do?

Mrs. Mauro: Yes. There are geographic units and then there are specialized programs such as the disturbed mentally retarded for the developmentally handicapped, the geriatric program, the infirmary program and the forensic program, which are more specialized.

Mr. Andrewes: What is the logic of the geographic designation?

Mrs. Mauro: The logic is that when people come into a unit, the same multidisciplinary team works with them. When they go back out into their community, the outreach team is familiar with the services provided in the Niagara region, for example. That is the rationale for it.

Mr. Baetz: Can you comment on the ratio of readmissions to total admissions, which is 0.69? Is that a good thing or a bad thing? Is it a sign of success or of lack of success? How does it compare with other institutions? I would like to get some judgemental handle on this.

16:00

Mrs. Mauro: It would be fair to say that the 10 provincial psychiatric hospitals are definitely dealing with the more chronic population. In the health care sector, we often refer to it as tertiary care; it is the longer-term.

The 10 psychiatric hospitals deal with the more chronically disabled clients. As a result, the prognosis of their going back into the community and never being hospitalized again because of their chronic illness is not as good as someone who has a physical illness, goes in, has surgery and is cured. With a chronic illness, there will be episodes where the disease will flare; such clients will have to go into hospital, be stabilized and then re-enter the community.

It is not necessarily negative if there is a readmission rate. That is also a result of the type of illness this type of client has.

The Vice-Chairman: Is the mentally retarded care program you referred to a single program in a single place or are there several centres for the mentally retarded under the Hamilton Psychiatric Hospital operation?

Mrs. Mauro: The mentally retarded care program involves 42 beds. It is for people with both a developmental handicap and a psychiatric diagnosis. Their primary problem is the mental retardation handicap, but there is also an underlying psychiatric illness. Generally speaking, the type of client in that program would be highly disturbed when first admitted and might

need adjustments of medication and some therapy and integration back into the community. It is a very specialized program; it is a shorter-term treatment and assessment program with the ultimate goal of reintegration into the community as quickly as possible.

Other provincial psychiatric hospitals have these specialized disturbed mental retardation programs.

The Vice-Chairman: Are these all adult mentally retarded individuals or are they of all ages?

Mrs. Mauro: They are from age 16 and up. It is mainly a population of young adults from age 18 and up.

The Vice-Chairman: What about psychiatrically disturbed mentally retarded children?

Mrs. Mauro: We do not have any programs for them; they would come under the Ministry of Community and Social Services. These are adult facilities.

Now I would like to show the video; it is a 30-minute presentation on the Hamilton Psychiatric Hospital.

The committee viewed a videotape at 4:02 p.m.

16:30

Mr. Reville: Perhaps I can point out to the members of the committee, in case they are interested, that there will be a program on Oak Ridge, I think on January 14, also by Assa El-Sisi.

Mrs. Mauro: Depending on whether the CBC will allocate more time, there may also be a follow-up to this sequence on Hamilton Psychiatric Hospital. There may be a part 2, but the CBC producer is not sure yet. The program on Oak Ridge will definitely be aired January 14.

I want to spend a couple of minutes on some of the initiatives in the provincial psychiatric hospital system over the past few years. As far as history is concerned, in 1982 an assistant deputy minister was mandated with mental health services within the Ministry of Health. Until then, mental health services were under another assistant deputy minister. In 1982, there was a focal point for all mental health services. As a result, today the 10 provincial psychiatric hospitals are under one assistant deputy minister. The planning and policy functions are under one assistant deputy minister, as are all the community mental health initiatives. I view that as very positive in that it facilitates communication between the institutional sector and the community sector. Also, the planning unit is there to

look at future directions in mental health services.

I mentioned previously the establishment of community advisory boards. I will not dwell on that, but will just repeat that there are community advisory boards established in each of the 10 provincial psychiatric hospitals. The most important function they serve is to bring the community into each of the 10 psychiatric hospitals so as to represent the catchment area the hospital serves. We view this as a very important function.

Over the past three years, we have had management reviews in the psychiatric hospitals. Specifically, we have had two operational reviews, one in Lakehead Psychiatric Hospital and another in Brockville Psychiatric Hospital to look at the organizational structure of these psychiatric hospitals and also to look at how they serve the community, redefining their organizational function and their clinical structure to make the two hospitals more responsive to the catchment areas they serve. We have learned a lot from these two reviews. As a result, the hospitals are providing enhanced services for their communities.

We also had two French-language reviews in North Bay Psychiatric Hospital and Brockville Psychiatric Hospital. These French-language reviews looked at the services these hospitals were providing for their francophone population. They looked at improvements in that system and future directions for French-language services. We are planning to have two more studies next year.

I mentioned that Hamilton Psychiatric Hospital has a formal affiliation with McMaster University. We view this as very positive in that as a result, teaching hospitals bring in residents from psychiatry, nursing students, psychology students, social work students and occupational therapy students. This enhances the environment, providing new and innovative approaches. It is a very positive experience to have the hospitals affiliated with universities. At this point, eight of the 10 psychiatric hospitals are affiliated with universities and we hope to have the remaining two finalized within the next year.

We will have a detailed presentation on the psychiatric patient advocate program, but I want to talk briefly about that program. We have psychiatric patient advocates in each of the 10 psychiatric hospitals. Starting in January 1986, we also had the rights advising program introduced into the 10 psychiatric hospitals as well as the general hospital system. David Giuffrida, the

acting co-ordinator for the psychiatric patient advocate program, will expand on this. The rights advising function has opened the doors further and provided more rights for patients in provincial psychiatric hospitals.

I want to talk briefly about recruitment initiatives. Through a number of programs within the Ministry of Health, we are always striving to maintain the number of our professional staff in the 10 provincial psychiatric hospitals, specifically the physicians. A number of recruitment initiatives have been mounted to recruit and attract physicians to our system and that continues to happen. With nursing staff as well, it is important that we maintain a high calibre of nursing staff in the 10 hospitals. As a result, each of the 10 psychiatric hospitals participates in recruitment efforts, nursing job fairs, etc., to attract high-calibre nursing staff to the 10 provincial psychiatric hospitals.

I am very proud to say that we are introducing a management information system in the 10 hospitals so that they will be able to operate with more timely statistical and financial information. At Queen Street Mental Health Centre, its management information system now is fully operational as it is at St. Thomas Psychiatric Hospital and London Psychiatric Hospital. We now are implementing the management information system in North Bay Psychiatric Hospital. We expect the 10 hospitals to be fully operational by the end of next year. That is a movement in the direction of having more timely and accurate information and advancements in technology in the 10 psychiatric hospitals.

Mr. Corder: That is a brief overview of the provincial psychiatric hospital system. We would like to go into the patient advocate program in more detail with you. David Giuffrida is here. He is the acting co-ordinator of that program. I will call on Mr. Giuffrida to explain the program.

Mr. Giuffrida: I am legal counsel to the psychiatric patient advocate head office, and at this time acting co-ordinator as well. The program began in May 1983 when 11 psychiatric patient advocates took their places in the 10 provincial psychiatric hospitals. I had the privilege of being one of the first patient advocates at Queen Street Mental Health Centre and served there for three years before I moved to head office as legal counsel. In the brief time I have, I hope I will be able to be both quantitative and qualitative in sharing with you my perception of how our program has functioned during that time.

There now are 12 patient advocates in the 10 provincial psychiatric hospitals. Eight of the hospitals have a single advocate and two of the hospitals, Queen Street Mental Health Centre and Penetanguishene Mental Health Centre, have two advocates because of the volume of work. The advocates are full-time and onsite. Each of the 12 advocates reports to head office to the co-ordinator, who in turn reports to the deputy minister, and as occasions and issues make it necessary, to the minister.

On a day-to-day basis, the co-ordinator will raise issues of a systemic nature, issues affecting the rights of more than one patient, with various individuals in the mental health area of the ministry, including the assistant deputy minister or Mrs. Mauro.

It will be appreciated that there are psychiatric beds on psychiatric wards of general hospitals throughout the province. The patients in those facilities are not served by a patient advocate. The highest concentration of people detained in psychiatric facilities is in the provincial psychiatric system. As Mrs. Mauro has said, the highest proportion of long-term, chronic patients is to be found in the provincial psychiatric hospitals. Fifty-two per cent of all civilly committed patients in Ontario are in the provincial psychiatric hospitals, where advocates are to be found.

16:40

As you would anticipate, advocacy is most necessary when the health care service is being provided on something other than a consensual basis. The model of health care delivery in the community is one where you go to your doctor. If you do not like your doctor's bedside manner, you may go to another doctor. If you do not like the prescription, you may throw it out.

Very different dynamics come into play when people are brought into a psychiatric facility against their will. They can be brought in without their consent. Their clothes can be removed and their money locked away for safekeeping, but later doled out to achieve therapeutic goals to which they may or may not consent. They may be placed in a ward with people they consider in even more distress and acting up more than they are. They can find that quite alarming.

As said in the video, they are subject to some unfortunate bureaucratic procedures that dictate what time they rise and sleep, when and what they eat and what access to the outdoors they shall have, which can be limited if the person is involuntary. While a person may even accept that he requires some treatment or the shelter of a psychiatric facility, there are many occasions

when he none the less has problems with what is being offered to him.

As I said, about half of the civilly committed patients in Ontario are in the provincial psychiatric hospitals. We saw from the video that about 50 per cent of the patient population at Hamilton Psychiatric Hospital are involuntary patients. That is probably representative. About 60 per cent of our clients are detained in the hospital. They are there as a result of civil commitment or an application for psychiatric assessment or warrant of the Lieutenant Governor. They have been found not guilty by reason of insanity of some serious offence or found unable or unfit to stand trial and are in hospital for that purpose.

Having said that, 30 per cent of our clients are informal. They are in the hospital because they want to be there, which makes an important statement. It tells us that not all people in psychiatric facilities are detained there. That is perhaps obvious, but the interpretation we place on it is important. There are people who recognize they will benefit from being psychiatric inpatients, but none the less wish to fine-tune some aspect of their relationship to their care givers. To that extent, they can come to the advocate and instruct him as to what change they want in their relationship with their care givers and the advocate will try to make that change.

Mr. Andrewes: When you talk about these statistics relative to your clients, you say 30 per cent of your clients are informal.

Mr. Giuffrida: Yes.

Mr. Andrewes: Are they clients who come to you as the advocate or are they clients of the institution?

Mr. Giuffrida: I am referring to clients who come to the advocate. That is almost exclusively the way the relationship between an advocate and a client begins. The advocates have a presence in the hospital because they are there full-time. There are notices and signs up on each of the wards. The advocates move among the wards and hold educational sessions, for example. They come to be known to the patient population, but in almost all cases it is up to the patient to initiate the contact with the advocate.

The patient initiates the contact. The patient defines the issues for the advocate. The model on which an advocate relates to a client is most nearly like the model in which a solicitor and client relate. The advocate is there to carry out the wishes of the client as instructed by the client. Having made that analogy to a solicitor-client relationship, I hasten to add that we are not running many legal clinics in the hospitals. If that

were the model on which we operated, we would fail to meet the needs of at least half our clients who bring issues to us that are not legal. They are what we would categorize as therapeutic or social issues.

To that end, the professional background of our advocacy program and of the 12 advocates varies greatly as well. We have advocates with legal, social work and nursing backgrounds. We have advocates who have worked as counsellors for battered women in battered-women centres across Ontario. We have people in our program who have served as investigators for the Ombudsman. The common denominator among the people who now are psychiatric patient advocates is that they have advocated in the past on behalf of people who are vulnerable or inarticulate and who would benefit by having their rights asserted by an advocate.

Turning to the kinds of issues our clients raise, we broadly categorize our issues as internal and external where the focus of the problem is either within the institution, such as a treatment issue or an issue around privileges on the ward, or in the community—a problem with a landlord or a family benefits cheque or an issue such as that.

Of the internal issues, 46 per cent of those brought to us by our clients are of a legal nature. The single biggest category is civil commitment—clients who are detained in hospital against their will, who wish to go to the review board and challenge their detention—and 23 per cent of the issues are therapeutic in nature.

To give you some examples of each, the issues we would call therapeutic would include exploring therapeutic alternatives, second opinions, choice of primary treatment staff, clinical safeguards, information about treatment, frequency of access to physicians, discharge planning and adequate supervision.

We have another category called social advocacy. These social issues might include privileges on the ward, access to one's own money, access to tobacco—issues which may not seem to be on a grand scale to people outside the setting but which loom large in the life of the person whose interests are being compromised.

They also include privacy and confidentiality, security for patients and their property, recognition of the individuality of each patient, access to religious services—perhaps because of his behaviour, a person may be confined to the ward when his sabbath, Sunday or Saturday, rolls around and he would like to participate in communal worship—contact with family and friends and

services in the patient's first language. We would consider these social issues.

The most significant legal issue, as I indicated, is civil commitment. Other issues include informed consent, access to clinical records, patients' rights information, access to legal services, incompetency determinations, compulsory treatment and restraint. What happens when the physician says, "I do not believe you are competent to make a treatment decision and I am going to go to a nearest relative to obtain substitute consent," or, "I do not believe you are competent to make financial decisions and I am going to place control of your estate under the public trustee"? We would categorize these as legal issues.

We have been eager to collect data about our program since it began and have tried to measure outcome in the services we have provided to our clients. It is difficult to measure outcome and to relate it to the quality of service we have delivered, because an advocate can struggle mightily to achieve a certain change and use all of his best efforts, but to no avail. On other occasions, an advocate can make a single phone call and achieve a change very much to the client's satisfaction. I am not sure precisely what we are measuring when we ask our clients their degree of satisfaction with the outcome the advocate has achieved.

In our data collection, we have observed that in combining both internal and external issues, 70 per cent of our clients are completely satisfied with the work done by the advocates. Seven per cent are partially satisfied. Eight per cent are not at all satisfied. In 15 per cent of cases, the issue was abandoned, for one reason or another, before it reached its conclusion, perhaps because of the discharge or transfer of the client.

I should add, as Mrs. Mauro has mentioned, that since January of this year we have had a rights adviser program in addition to the patient advocate program. The distinction between those two can be a source of some confusion. As I described it, patient advocates are primarily reactive. The client seeks out the services of the advocate, identifies the issue, initiates the contact and terminates it at his will.

Rights advisers have a very specialized function, and that is to visit every civilly committed patient, someone who has been detained beyond the initial five-day application for psychiatric assessment and has been placed on a certificate that could hold him for two weeks or a month or longer. Since March 1984, certain sections of the Mental Health Act were proclaimed, which

created a positive obligation on the part of hospitals to give a notice of committal, upon committal, to the patient and to legal aid.

Between March 1984 and January 1986, there has been a process of designing a response on the part of legal aid. Since at least half of the civil commitments occur within the provincial psychiatric hospitals, the best way for legal aid to achieve an appropriate response is to visit the person and tell him his rights, tell him his right to go to the review board, take a legal aid application and help him review a list of mental health lawyers. The best way to discharge that function is to have onsite in the hospital either a half-time or a full-time rights adviser.

16:50

That kind of rights advice is only effective if it is timely. We have been monitoring and collecting data about the timeliness of the response of the rights advisers. We have been measuring both how long it takes from the time the patient is placed on a certificate to the time the patient is given the notice, and thereafter from the time the notice is received to the time the rights adviser actually visits the person on the ward. I am pleased to report we have virtually same-day service from the time the rights adviser is given notice that the patient is on the ward and has been certified.

To their credit, the hospitals have more or less got the kinks out of moving the paper from the wards down to clinical records and then to the rights adviser to ensure that a minimal amount of time passes between those two events.

Within the provincial psychiatric hospitals, our goal has been to ensure that within two working days of a person becoming civilly committed, a rights adviser would be there doing outreach to the patient to explain to him his rights under the Mental Health Act, including the right to go to the review board and have legal aid. We have substantially achieved that. In some hospitals, largely because of paperwork delays and getting the paperwork to the rights adviser, it is more than two days, but we have substantially achieved that.

We have been engaged in issues involving individual case work. Most of the work we do is responding to individual issues raised by our clients. When you notice that five or six or a dozen clients in one hospital raise the same issue over and over again, it becomes most efficient to deal with that as a systemic issue, to bring it to the attention of the hospital administrator or the ministry as required, to try to make a change that

will affect the rights of all people in that hospital or in the provincial psychiatric hospital system.

One issue involves voting rights. In the era of charter guarantees, there seems to be no justifiable reason why people with a psychiatric disability should be disentitled to vote. In the last provincial election, people with a psychiatric handicap were enumerated within psychiatric facilities for the first time. There were voting booths within the facilities. The advocates played an important role, both in lobbying for that legislative change and ensuring it was effective once it was implemented. Psychiatric patients have been allowed to vote in Toronto's municipal elections as well and we have made federal submissions, pressing for changes to federal legislation that would enfranchise psychiatric patients in federal elections.

We have made submissions on the need to include psychiatric patients in what is called the comfort allowance, which is available to chronic patients in general hospitals but not to psychiatric patients. The up to \$70 a month that chronic patients elsewhere are entitled to receive to buy the little necessities of life from month to month is not available to our clients now. We have pressed diligently for a change to be made to the family benefits rules to achieve that result.

We have pressured for speedier response time from the regional review boards on the assumption that justice delayed is justice denied. If a person has a certificate that expires in two weeks and the board does not come for three, that is a serious problem. Review boards have shown a faster response time. If and when Bill 7 becomes the law of Ontario, it will ensure that the review boards respond to an application within seven days, which I consider to be a very desirable result.

Because we have advocates in all 10 psychiatric facilities, we are in a unique position to compare and contrast the policies and procedures among the different hospitals. For example, we did a study of the seclusion and restraint policies of all 10 psychiatric hospitals, so we could look at which ones are most careful to ensure that seclusion and restraint are only used in emergency situations and not abused. With that data, we can approach the ministry and say: "The policy on restraint and seclusion of one of your hospitals is the best we have found. This is the way it could be improved. Please consider sharing this with the other nine hospitals."

I understand that in the interest of ensuring that policy manuals affecting the rights of patients are more or less uniform across the system, hospital

administrators are meeting now to design policy manuals of a uniform high level. I hope and understand that we will have the ability to have input in that, at least to offer our advice and critique as to how they can best achieve that.

As for measuring the impact our program has had on the operation of provincial psychiatric hospitals, some of the measurements are softer ones. I know, as an advocate at Queen Street Mental Health Centre, staff would approach me and say things such as, "Now that the advocates are here, patients have a right to refuse treatment." In fact, the right to accept or refuse treatment had existed many years before our program began. I took that as a compliment, meaning that since our program began, patients came to understand their right to say yes or no to treatment.

That can be the source of some friction. We have stressed that one should not confuse the messenger with the message. These are pre-existing rights that we have tried to make available to our clients.

Finally, I should add that our program has been in the pilot phase for the first three years. From the time of its creation, it was understood that there would be an evaluation of our program, and that is probably under way now. There is a committee chaired by Professor Allan Manson, a law professor at Queen's University, consisting of people outside of government representing a broad range of interests, who have retained the services of the Centre for Research in Education and Human Services recently to conduct primary research into the function of the advocate office in each of the 10 hospitals. The research team will be beginning its work in January. The independent committee has been meeting for some months now and selecting which team of researchers will undertake this work.

I reviewed the proposal of the research team that will be conducting this work and it is quite thorough. It looks at all facets of our program, including what impact it has on the doctor-patient relationship, how effective we are in delivering our services and rights information to our clients, and including some prospective look at the future of our program.

The research team will also be looking at the reporting relationship of our program. Since our program began, it has been the subject of controversy, which is always a healthy thing. Some people who are active in the consumer and advocacy movement outside our program have questioned whether our reporting relationship to the ministry has had a positive, negative or

neutral impact on our ability to conduct our services. That is a central area that will be a focus for the research team and for the independent committee evaluating our program. I look forward to reading its response when it becomes available in 1987.

My own impression is that the independence our program needs to discharge our function has been respected by people within the ministry. We have been free to represent our clients vigorously, including referring them to lawyers to institute court action where appropriate. There have been occasions in my experience when our relationship with the ministry has facilitated systemic change that might otherwise have taken longer. We are able to make a representation to the ministry, to be persuasive and effect a change that way.

I only mention that to say there is room to explore what model of reporting relationship is most effective for the delivery of advocacy services in the context of 10 government-owned-and-operated psychiatric hospitals and what model of reporting relationship would be relevant if and when advocacy is expanded to other client populations in other institutional settings or in community settings as well.

Subject to any questions you may have, that is my presentation.

Mr. Reville: I have one specific question to start. There are two patient advocates at Oak Ridge?

Mr. Giuffrida: That is right.

Mr. Reville: Is either of them exclusively related to Oak Ridge?

Mr. Giuffrida: No. Penetanguishene Mental Health Centre has two divisions. It has a regional facility that is very much like the nine other provincial psychiatric hospitals and it has Oak Ridge, the secure treatment unit or the secure facility for the whole mental health system. Both advocates work in both centres.

Mr. Reville: Can you give us some notion of the case load of the two advocates at the Penetanguishene Mental Health Centre, which includes Oak Ridge? What is the ratio between the work they do at Oak Ridge and the work they do at the regional mental health centre?

17:00

Mr. Giuffrida: I do not have the breakdown at my fingertips. They are both very busy.

Mr. Reville: Right.

Mr. Giuffrida: The issues raised by the men who are on warrant from the Lieutenant Governor or are long-term civilly committed at Oak

Ridge make substantial demands on their time and yet they must also serve a full facility like many of the other nine facilities.

Mr. Reville: With respect to the deployment of the personnel you have, is it your view that a patient advocate should be exclusively devoted to the patients in Oak Ridge?

Mr. Giuffrida: I do not think there would be a better outcome as far as the amount of time available for the case load is concerned. If a single advocate were assigned to Oak Ridge, as opposed to the current situation where two advocates serve both halves of the centre, one would lose the benefit of colleagues working together on systemic issues. One of the problems reported by the advocates who do not work with a colleague, who work alone in their facilities, is the isolation that results.

Given our current staffing, I do not know how to avoid it. They are full-time onsite in the hospital—in it but not of it. As an advocate in the past who has worked with a colleague at Queen Street Mental Health Centre, I have a keen awareness of the benefits of working with a colleague in that sort of situation.

Mr. Reville: Would it be appropriate to have three advocates in that area instead of two?

Mr. Giuffrida: If there were three, I am sure the three of them would be busy.

Mr. Reville: I have a general question. Has your office or some other office of the Ministry of Health done any work with the nursing or custodial staff in the psychiatric hospitals to help them cope with the change in the world that occurred when patient advocates arrived on the scene?

Mr. Giuffrida: Advocates right across the system have met with hospital staff on many occasions. There is a multidisciplinary approach to treatment in the hospitals, so that involves meeting with nursing, with social work, with psychology and with the medical staff, the general practitioners and the psychiatrists. In each of the hospitals, advocates have met with each of these groups and meet with them from time to time.

It may be an ad hoc meeting to discuss given issues that have arisen. It may be, again in my own experience, part of the orientation program for staff arriving in the hospital or giving instruction on the operation of the Mental Health Act.

Mr. Reville: Would you be surprised to know that I get the impression when I talk to the nursing

and management staff at psychiatric hospitals that they do not like the patient advocate?

Mr. Giuffrida: My perception of the response is more mixed than that. There are health care providers in the system who have accepted our program and some who are enthusiastic about our program and the service it provides to patients. There are others who feel a sense of friction and frustration with their programs. The program may interfere in a health care provider-patient relationship.

When we are discussing the role of the advocate with staff who are having these kinds of difficulties, we stress we are there at the request of the client, not at our own request. Often we are there to mediate not in a consensual relationship but in a coercive relationship. It is the coercive practice of psychiatry which is often the focus of friction and why the client wishes an advocate to be introduced into the dynamic.

Mr. Reville: Do you have a suggestion about how that friction can be lessened, in addition to what is currently going on, with respect to in-service discussions?

Mr. Giuffrida: I am not optimistic it will ever be eliminated, because there is a difference in roles. One of the sources of conflict when the advocates came on the scene was that health care staff were unused to someone working on an instructions model. Members of the treatment team are expected to contribute their professional opinion about what would be in the best interests of the patient. An advocate comes on the scene and says, "This is what my client wants." It may or may not be what is in the best interests of the client; it is what the client defines as what he or she wants. That has been a source of some friction because it is a novel sort of relationship to have with someone who is onsite in the hospital and yet not playing the same role as other health care providers.

The reason I do not think it will ever be eliminated is that it is part of the tension which results from a mental health system that imposes on health care providers both a jailer and a healer role. That is a source of tension among health care providers. Psychiatrists in particular say: "I have trained as a healer. That is the kind of relationship I want with my patients. I additionally have the responsibility of determining whether they are financially competent, whether they are competent to make treatment decisions and whether they should be detained or allowed to go back to their families."

These and a lot of other aspects thrust on them can be a source of friction. As long as that

remains, I do not know that we will ever totally eliminate friction with our program.

Mr. Reville: I think you have given a fair answer. I am not sure how to handle that tension either, except that—and you may want to comment on this—it would be useful if the health care staff began to understand more about the client instruction approach rather than the best-interest-of-the-client approach, which they have traditionally taken. I do not know how we make that change happen in our health system generally, let alone in our psychiatric hospitals.

Mr. Giuffrida: Our program serves psychiatric inpatients, so on a day-to-day basis we take it as a given that our clients are inpatients; but that need not be the case for all of them. Nothing in the Mental Health Act guarantees a right to be maintained in the least restrictive environment possible, for example. There may be community-based alternatives, community-based crisis intervention centres, that could prevent some of the admissions we have in Ontario. Compared to statistics offered by the World Health Organization, for example, Ontario's commitment rate is higher than the WHO considers acceptable. Perhaps some of our clients need not be our clients, because they need not be inpatients.

Mr. Andrewes: I want to explore something about the reporting mechanism. I wonder whether you might explain once again the accountability in terms of the reporting mechanism.

Mr. Giuffrida: There are 12 advocates in the field. Each of them reports to the co-ordinator—I am currently in that role—in head office. I in turn report to the deputy minister, who then reports to the minister. I also have a working relationship with an assistant deputy minister, Mr. Corder, and with Mrs. Mauro, on a day-to-day basis as the need arises.

In addition, an advisory committee to the program advises the co-ordinator. It is composed of people from outside government, representing consumers, health care providers from within institutions, health care providers from within the community, and lawyers—again, a broad range of interests and knowledge—who meet periodically and can provide advice to the co-ordinator.

Mr. Andrewes: Is there any review process in that committee? Does it have any role as a review?

Mr. Giuffrida: It is not a management committee; it is an advisory committee.

Mr. Andrewes: It is strictly advisory?

Mr. Giuffrida: Yes.

Mr. Andrewes: Are you satisfied with the accountability mechanism now in place?

Mr. Giuffrida: There are alternative models of accountability. If our program were outside government, there would perhaps be a community-based board of directors. That is a model by which legal clinics and other agencies providing health care function. There is a lot of precedent for that model of accountability. Within our current reporting relationship I have not seen problems arise from the existing accountability mechanisms.

Mr. Andrewes: Would it perhaps be in the patients' best interest to examine other methods or models of accountability?

Mr. Giuffrida: Perhaps you can help me by suggesting something.

17:10

Mr. Andrewes: You referred to the legal aid type of outside board. I have some concerns that a patient advocacy program, an accountability mechanism, a reporting mechanism that is internalized within the agency providing the care in this case may not be the best method of building in accountability.

Mr. Giuffrida: Yes, I understand the question now. Yes, it would certainly be in the best interests of the clients we serve for there to be a full review of the existing reporting relationship and a full exploration of any alternatives to it or ways of enhancing it. It is quite clear that the independent committee evaluating the program is going to devote significant time to looking at that.

Empirically, I can report to you that my experience in this role is that our independence has been respected and we have been able to function fearlessly and diligently. I cannot report to you structures that make this possible. The structural reporting relationship would make abuse possible in theory. Our program operates in a highly public way, and if the independence of our program were compromised as a routine matter, it would not escape the attention of the many people who view our program with interest, including our clients. I think this kind of accountability and this kind of guarantee of our independence exist *de facto*. In looking at our program and reviewing it, the committee may well recommend structures that can ensure the kind of independence we need.

I point out only that we serve one specific client population in one kind of institution that is

both government owned and government operated. If we are talking about expanding advocacy to other client populations in private or semi-private institutions—developmentally handicapped people, perhaps, or developmentally handicapped people living with their families—the kind of reporting relationship of advocates that would serve those people might not be the same kind of reporting relationship that is optimal for our program. We have to be prepared to look at adapting models for different client groups in different settings.

Mr. Andrewes: I have one more question. I want to be clear about the relationship between the rights adviser and the advocate.

Mr. Giuffrida: Oh, yes; I did not make that clear. The rights adviser reports to the patient advocate. For completeness, I should say, too, that the rights adviser program exists in the general hospitals as well. It is an exciting development, really, beyond the borders of the 10 provincial psychiatric hospitals. There, a lawyer paid by legal aid visits every committed patient shortly after his certificate is received. Thus, this service is now extended across the province.

Mr. Andrewes: The rights adviser goes to this patient who is committed and offers an educational role. What is the routine?

Mr. Giuffrida: Half or more of it is educational, to confirm that the person has been detained. He may or may not have been able to read and appreciate the notice of committal that he has received from the physician. The adviser reviews that with him, what it means, who signed it, when it expires. He reviews with the person his right to make an application to the regional review board to review his detention and his right to make a legal aid application.

In fact, the rights adviser has been trained and authorized to take the legal aid application, which cuts down significantly on the time delay that would otherwise result. He either offers to contact a lawyer the person has used in the past or presents him with a list of mental health lawyers from which to select one, and he takes an application for a hearing at the review board and files it. It is an educational role and it is taking instructions in those limited areas.

If the person describes to the rights adviser an area of concern outside those limits, the rights adviser asks whether the patient would like to be seen by a patient advocate and then will refer it back to the patient advocate.

Hon. Mr. Elston: So that I understand as well, we saw a woman on the video who was

upset with the fact that the physician was going to detain her. As I understood it, she was a voluntary patient who was then being detained. Upon detention, would a rights adviser be brought to her? Even though the patient advocate may not be involved with her, because she had not made an approach, it could be that the rights adviser would say, "Listen, to help you think this through, the advocate is on the premises and you might want to get hold of whoever that is."

Mr. Giuffrida: That is right. The rights adviser would definitely visit that person within two working days of the event shown on the screen. If the person's instructions were limited to going to the review board, a legal aid application or getting a lawyer, the rights adviser could deal with them exclusively. If she had issues beyond that, the rights adviser would recommend that she talk with the advocate.

Mr. Reville: Sometimes your case work suggests systemic problems. One of the problems that used to exist—quite a serious problem, in my view—in our provincial psychiatric hospitals was a problem with the committal process and the renewal of certificates. Some studies were done that showed certificates were renewed on people who were deceased, for instance. That indicates a fairly serious problem with the certificate renewal process, because you do not need to commit someone who is not alive any more.

Has any of your work centred on that issue? A number of the time periods involved are set down in the Mental Health Act. Have you had complaints about renewals?

Mr. Giuffrida: I have not seen the like of the case you have described.

Mr. Reville: I can show you the study if you are interested.

Mr. Giuffrida: Stewart Page's study a number of years ago showed that a high percentage of certificates or forms—the two-week-long form 3 or the form 4 for a month or longer—were, by his interpretation, invalid on the face of them. They lacked the necessary words on the face of them to meet the tests of the Mental Health Act.

I have read a number of certificates as an advocate that, in my mind, did not meet that test. I recall doing some systemic advocacy to ensure that the section of the Mental Health Act was carried out which requires the officer in charge, or his or her designate, to review each form. In one instance there was no mechanism in place to ensure the quality control.

As part of the process of assisting the person who is detained to assert his rights, it is certainly open for counsel to argue the insufficiency of a certificate on its face. Whether the review board would find that a compelling argument would be a matter for it to determine, but an advocate would bring to the attention of the lawyer that this was a possible defect in the certificate.

Mr. Reville: You are saying it is a hypothetical situation. It is not something you have encountered often.

Mr. Giuffrida: I have fairly frequently seen situations where the data justifying the detention may be in the mind of the psychiatrist but have not been effectively translated to the page. On this point, people commenting on Stewart Page's work have said that the fact it is illegitimate on the face does not necessarily tell you it is illegitimate de facto; that, on the facts, the person ought not to be detained. It just tells you the paperwork is bad and you need to search more deeply to find out whether the detention is invalid.

Mr. Reville: Is that something you put into the hopper that goes off to the hospital administrators so that when they are developing their uniform practice and procedural manuals they get these certificates right?

Mr. Giuffrida: It is something we will address.

Hon. Mr. Elston: As a follow-up, I have met some of the advocates onsite a couple of times. In a sense, I am meeting with clients when I meet with advocates' patients when I am in a facility. What, if any, perception of therapeutic value is this exercise given where the patient or client is approached with a number of opportunities, alternatives or whatever?

It seems to me that in some ways the patient advocate is involved in helping people to adjust. I am particularly thinking about a meeting I had at Whitby with patients who were advocating on their own behalf for particular changes in programming. I wonder if you have any sense of that or if that is too elusive a concept to comment on.

17:20

Mr. Giuffrida: If there is an active patient government, it would be psychiatric, which is an exciting development there. I do not know that it is replicated in that many of the older facilities. I know there is an organization representing inpatients at Oak Ridge for example. The more long-term, high-function patients there are in the system, the more likely they are to identify

common interests and issues and form that sort of self-help organization. As you point out, the advocate at Whitby has provided support and assistance to the patient government there.

Again, as Dr. Deadman pointed out in the video, seeing a bit of spark from the person, making his own initiatives, is a positive thing therapeutically. We keep our clients in the driver's seat. They cannot come to us and say, "Just solve this." They have to identify the issues for us and they have to have ownership in the instructions they give us. This has to be a result they wish to achieve. I think that better equips them for returning to the community when they are again in the driver's seat and have to make decisions and be accountable for them. I do not know at how many other hospitals patient government organizations such as that at Whitby exist.

Hon. Mr. Elston: In terms of the setup of the psychiatric patient advocate program, do you have any sense of whether there is a concern on the advocates because of perhaps physical consequences that may arise as a result of interventions? For instance, say somebody does not take medication because he has chosen not to. Has there been any experience with respect to where there has been a deleterious impact on patients?

Mr. Giuffrida: If advocates were the only or even the major actors in the scene that I will describe, the role they have might be considered irresponsible. Here is one actor, one person, with limited powers. The advocate does not have the power to transfer, to discharge, to change the treatment regimes, for example. He has only the power to look at the clinical file with the client's consent, to have access to the client and to negotiate, persuade and refer. They are soft powers, if you will. The treatment team has the authority and, in appropriate circumstances, the responsibility to say to the advocate: "Thank you. I have heard your argument and I am not going to do that. I have heard why you think your patient, your client, my patient, should be discharged, and I will continue along with the certificate."

There is a system of checks and balances. The patient may indicate to the advocate that he does not wish to take medication, and the literature is really equivocal on the effects of medication. There have been some interesting studies that show that when patients are allowed to cut way back on psychotropic medication, the outcome may be enhanced. There is a lot that can be said

about the pros and cons of the treatments of choice now available.

If the advocate expresses that wish to the treatment team and if the person starts to act out of control, the Mental Health Act authorizes the hospital to restrain through the use of mechanical, physical or chemical means. If the person is considered not to be competent to make treatment decisions, the physician can go to a nearest relative for substitute consent or can go to a review board. The advocate functions in a context where there are many checks and balances.

Hon. Mr. Elston: I happen to like the concept of the advocate. That is one reason why Allan Manson's review is particularly important to us, to see what more can be done. I was taken with the Man Alive program, which I had not seen before, where a woman basically disagreed with what was happening. She was there; then all of a sudden she was left. The important part of the advocate's role is that even though she came in and out of that video, it seemed to have been dropped halfway through. We did not see her again. The rights adviser would pick her up and the advocate may or may not, depending on her preference after talking to the rights adviser.

Mr. Giuffrida: Definitely.

Hon. Mr. Elston: To perceive that we are able through the advocate system now to meet the need of losing people, as it were, would you say that the advocates pick up, one way or another, every involuntarily held person?

Mr. Giuffrida: Definitely. Any person who has a certificate placed on him or renewed while he is in a provincial psychiatric hospital is seen by a patient rights adviser, not just in the provincial psychiatric hospitals but in the general hospitals; everyone is.

There may still be informal patients with concerns that are not met. I do not want to suggest it is a total net that we have been able to draw.

Mr. Reville: I am concerned that the minister's question may have left the impression that because of the existence of rights advisers and patient advocates, everything is wonderful in provincial psychiatric hospitals and no one is denied his rights. I feel very strongly that if I were a patient in one of our provincial psychiatric hospitals in 1986 or 1987, I would want my patient advocate in the same room as me. There is a coercive atmosphere in a psychiatric ward, whether in a general hospital or in a provincial hospital. Unless you have constant access to your

patient advocate, there are a lot of ways in which the staff could do stuff to you that you would not want done. In your view, is that a possible scenario?

Mr. Giuffrida: Yes. I am pleased with the coverage the rights adviser program has achieved. You are right that the focus of that program is narrow in telling the person of his right to go to the review board. He may not wish to go to the review board to challenge his detention. He may have a problem with seclusion, for example.

At one point, our study found that policy and procedures on chemical restraint existed only in four hospitals; the other six had none. That left open the possibility of abusive chemical restraints. It becomes very convenient to say, "I am giving you this medicine as a restraint and therefore do not need your consent," as opposed to, "I am giving you this restraint, which is chemical, as treatment for which I need your consent." That is one example of a situation where a patient's rights can be compromised despite the presence of the advocate.

Mr. Andrewes: As an advocate, when do you know when to quit? I do not know whether I am phrasing the question properly. You make the intervention on behalf of your client. When do you take no for an answer and say that is the final decision?

Mr. Giuffrida: It is a combination of the client's instructions and a judgement call that you make as to the likelihood that you can be efficacious if you go further. Just as patients should be entitled to give informed consent to psychiatric treatment, they should be entitled to give informed consent to the services an advocate provides. The advocate should say: "This is what I can do for you. I can take it up higher if you like. This is the possible fallout of taking it higher."

Many of our clients have an ongoing relationship with their care givers. When they ask us to intervene, they do not want us to alienate them totally from their care givers upon whom they will be dependent in the future. You really have to check back with them before you do something that might be upsetting the ante.

When I say it is a combination of instructions and a judgement call, the advocate will know from other occasions on which he has raised similar issues what result he is likely to get at what level. He might be able to tell the client: "I had a case like this a month ago. I took it as far as the medical director. I did not get the change that the client sought on that occasion. There will be no use going that route again."

On occasion, it may be an issue that involves a charter right and should be the subject of a charter challenge. Then you can advise the client, "You probably will not get any change unless you are successful, if you want to be the subject of a court case."

17:30

The Vice-Chairman: Are there any further questions for Mr. Giuffrida? None? Thank you very much.

Mr. Corder: In closing the patient advocate program section, I want to indicate that at the start of that program, there was a lot of discussion about the model being internal to government. We have been scrupulous in dealing with the independence issue. That is related to some of the success of the program.

The tension that exists in some of the facilities as it relates to the health care professional is probably something one will never completely eradicate. There were extensive educational programs for staff throughout the system when these changes were introduced. However, there is still a lot of resentment of, shall we say, intrusion into the therapeutic model that was not really experienced until the past few years. It seems to be that recently everyone recognized his role in a more positive way, but there still is tension; it would be wrong to say there is no tension.

The Vice-Chairman: One might worry if there were no tension.

Mr. Corder: Yes.

Mr. Baetz: How many cases roughly have been actually referred to the assistant deputy minister, cases where the advocate simply could not reach an agreement with the therapeutics team? Is this fairly common? Are the numbers growing? What do you do about it when it happens?

Mr. Corder: Maybe Mr. Giuffrida could answer that in specific numbers. The issues the advocates have identified as being worthy of review by the deputy minister usually have a systemic effect on the total system. They seem to be problems experienced throughout the provincial psychiatric hospital system relating to things like consent, seclusion, restraint and these types of things.

Mr. Giuffrida: That is correct. They would be issues of a systemic nature. We would not anticipate at that level that someone in government would review a therapeutic decision and judgement call on behalf of a front-line staff

member. They are far too much removed from the system. They would be systemic issues.

Mr. Baetz: Since this is a new program or relatively new, I imagine there would be a fair number of issues raised around systemic questions. Are there substantial numbers of references?

Mr. Giuffrida: Not frequently. We tend to analyse the issue and determine at what level, actually the lowest possible level, to handle it. The people in the ministry who are the closest to the situation are most able to make the change in a practical sense. Therefore, we tend to start as low as possible, if we can achieve the change we are going for that way. We will send briefs to the deputy minister or to the minister, as we have in the past, on issues of a broader nature where a much more long-term look will be needed to turn around a situation, such as informed consent or use of restraints, for example.

Mr. Baetz: You referred earlier to the Ombudsman. I imagine the odd case moves on to the Ombudsman. Does it?

Mr. Giuffrida: That is correct.

Mr. Baetz: How many roughly? Is it a dozen, half a dozen, or 50 or 100?

Mr. Corder: Perhaps I can answer that. Since the patient advocate program, we very seldom see complaints referred to the Ombudsman. I have seen only two in the past three years.

Mr. Baetz: In other words, the new system has tended to remove the Ombudsman somewhat; not intentionally, but it is a better approach to the problem.

Mr. Giuffrida: Their response is not geared to solving in a small space of time some of the smaller issues patients will bring. They were involved, for example, in the comfort-allowance issue which I described. The Ombudsman made a report that was a very powerful report. It was helpful in pushing that issue along. In the longer-term issues and broader issues, there is still scope for the role of the Ombudsman.

Mr. Reville: I now have spied the recommended agenda, which looks as if tomorrow we go on to community mental health and on Thursday to planning, Oak Ridge and electroconvulsive therapy.

I have a couple of questions on the psychiatric hospital services in the administration area that it might be appropriate to ask now; it might not, but I am going to ask anyhow.

I have seen statistics that show a number of deaths in provincial psychiatric hospitals. It is impossible to tell from those statistics the precise

cause of death, although some codes say, "Therapeutic procedure..." and there is a death. You do not know whether this was somebody who choked on an Aspirin, somebody resisting transfer to another ward or who knows what. Can you make available to the committee some recent statistics on deaths in the provincial psychiatric hospitals and some better characterization of how people met their deaths? I was unable to determine from statistics I have seen from the ministry what the precise cause of death was.

Mr. Corder: Yes, I will provide that.

Mr. Reville: Over the years there have been a large number of studies relating to Queen Street Mental Health Centre, in particular a study, done not too long ago, in which a large number of changes was recommended. It will probably come to my mind which study this was—Currie Coopers and Lybrand or one of those companies. Who knows which one it was?

Mr. Corder: Peat Marwick?

Mr. Reville: Peat Marwick. Have those recommendations, which it was decided to implement, been implemented? Is this in the context of the Heseltine work or not at all connected with that?

Mr. Corder: To the best of my knowledge, the recommendations accepted from Peat Marwick have now been implemented at Queen Street. The Heseltine exercise was independent of the Peat Marwick review of Queen Street. Heseltine dealt with the entire system and came up with some advice about what we might do from a systems point of view in delivering right across the province. It is not inconsistent with what Heseltine recommended in tertiary, secondary and primary care kinds of things, but Peat Marwick actually dealt with the operation of that facility and its outreach programs. That has been implemented.

Mr. Reville: The other specific question I have is, in terms of discharge planning throughout the system, for which you are responsible, and in particular with respect to the Queen Street Mental Health Centre, is there any current activity around studying the efficacy of the discharge planning, particularly with respect to community mental health program placements and housing placements?

Mr. Corder: You have probably identified one of the most difficult areas in the treatment of the psychiatrically ill individual, which is recognition that planning for discharge should begin at admission. Up until a few years ago, that notion was very foreign throughout the system. Queen

Street is attempting to deal with that in a positive way but it has a long way to go yet.

When I arrived on the scene, discharge planning was done by ward. The individual wards had their own contacts out in the community. They did not approach discharge planning in a formalized way, acting as brokers for all kinds of resources that should have been available and known to them. That approach has changed, particularly at Queen Street. I think you will find now that discharge planning is part of the overall psychiatric care, but I still believe it is somewhat fragmented and that centralized discharge planning, or some centralized sharing of information about what is available on discharge, probably could be improved throughout the system.

17:40

Mr. Reville: When you say "the system," do you mean the provincial psychiatric hospital system or the entire psychiatric hospital system?

Mr. Corder: I find discharge planning in the general hospitals is better than in the provincial psychiatric system, although I dare say we are never perfect and we can improve throughout. However, in the provincial psychiatric hospital system, discharge planning has been fragmented.

Mr. Reville: Given that you think there is room for some improvement, what steps is your section taking either to centralize the discharge planning or to take some other action so that it is more effective?

Mr. Corder: The way you change clinical attitudes is by education. I am not a clinician, but I have to change clinical attitudes about that approach to care. We have a lot of educational programs that we take throughout the system. We try to talk up these processes with the management. We try to give them positive examples of where it has worked in other jurisdictions or in other hospitals. It is not something where you can issue an administrative order and have it carried out, because they could set up a central office and not use it. You have to have them committed to the concept.

Mr. Reville: Is not one of the problems that there is not enough in the way of community mental health programming to serve the needs of the people who are being discharged?

Mr. Corder: Again, I am not a clinician, but I do not believe that to be true. When we get into community mental health, I will show you the programs and the scope. There are approximately 282 programs out there.

On the issue of the number of programs being increased at the rate we have increased them over the past three years and, in particular, the last couple of years, when we have had tremendous increases in program thrusts, I think it is a problem of co-ordination, not quantity of program.

The Parkdale exercise of a few years ago indicated there were a lot of resources in Parkdale, but the right hand does not know what the left hand is doing. We started a broker or placement co-ordination type of service in Parkdale and we have tried to get the programs working together. Perhaps I should not get into that now, because you will get a detailed review of that tomorrow.

Mr. Reville: Yes. That is tomorrow. I do not want to pre-empt the excitement of tomorrow.

The Vice-Chairman: We do not have much time in any case. I understand we have votes very shortly. The bells will be ringing imminently.

Mr. Reville: I would dearly love to see anything you have lying around the ministry that talks about discharge planning; any kind of report or study, hope, dream, vision, despair or whatever.

Hon. Mr. Elston: The recommended agenda that I passed out is merely that—recommended. It pertains to people who are available on those given days. I would not be averse to Mr. Reville returning to questions on these items as they pertain to community mental health or whatever. I do not expect to compartmentalize our questions.

Mr. Reville: I appreciate that. I know what happens when you refuse treatment and I do not want that to happen to me.

Hon. Mr. Elston: I will find an advocate on your behalf, if that is required.

Mr. Reville: I would worry about that as well.

The Vice-Chairman: Put a rights adviser on him right away.

Mr. Baetz: I was interested in your comment that you were unhappy with the discharge planning. In one sentence, could you say what is the major source of your unhappiness with the discharge planning? I phrase the question that way because I am looking at the time.

Mr. Corder: Fragmented discharge planning does not capitalize on the resources in communities, because no one individual can know everything that exists in a community. If you have some central place where that can be identified and an inventory kept on what is available and what kind of supports these different programs have, it would be available to all kinds of people who would be able to hook up the right client.

I do not think one individual can keep all that in his head. You have to have one place where you can go to find out what is in that community.

Mr. Baetz: This goes back to the earlier statistic we saw up here on the high rate of readmissions. Is that it?

Mr. Corder: That is right.

The Vice-Chairman: If we could spend a moment on the agenda the minister has circulated, and also to determine that his response will come next Monday, I think that will cope with Mr. Cooke's problem. Is that correct?

Mr. D. S. Cooke: Yes.

Hon. Mr. Elston: I have presented a recommended agenda only on the basis these are people who are available. Canadian mental health, I think, is a large issue and we should spend some time on it. Dr. Hucker and Dr. Wasylenki are available on Thursday. That is why they appear there. I understand, as a matter of help for critics, it may be acceptable to see them on Thursday. I will prepare for response on Monday, if that is agreeable to the people. This agenda was not cast in any other way except as a suggestion.

Mr. D. S. Cooke: We will take our marching orders.

Mr. Reville: I have developed a fairly large number of questions. Would it be useful for me to let you have a copy so that you can include those in your response next Monday?

Hon. Mr. Elston: Sure. We can go over any of the questions you have during the presentation, and some of them may be addressed during the presentation. If not, I will deal with them as best I can on Monday.

The Vice-Chairman: That completes our business for this afternoon. We will reconvene tomorrow afternoon.

The committee adjourned at 5:47 p.m.

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Witnesses:**From the Ministry of Health:**

Elston, Hon. M. J., Minister of Health (Huron-Bruce L)

Corder, D. W., Assistant Deputy Minister, Mental Health; Acting Assistant Deputy Minister,
Community Health

Mauro, D., Director, Mental Health Operations Branch

Giuffrida, D., Acting Provincial Co-ordinator, Psychiatric Patient Advocate Office



No. S-41

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Health

Second Session, 33rd Parliament
Tuesday, December 9, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 9, 1986

The committee met at 3:30 p.m. in committee room 1.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3101, ministry administration program; item 1, main office:

Mr. Chairman: I gather the agenda that was approved yesterday had us dealing with mental health issues, and today we were going to be dealing with a community mental health overview.

Mr. Andrewes: On a point of order, Mr. Chairman: You referred to an agenda and suggested it was approved. I am not sure it had quite unanimous consent. In fact, I am not sure it was even put to a discussion. My only concern is that last Thursday we consented to spending Monday considering mental health issues; if those issues spilled over into Tuesday, that would be okay, and so here we are.

We now have an agenda before us that suggests we spend all this week on mental health issues. We have not yet heard the minister's response to the issues raised by the individual critics. I have a number of concerns that members of our caucus wish to raise. I do not want to intrude on the very interesting and well-thought-out presentation on mental health, but it is only appropriate that I put on the record that we will want to pursue these issues in the coming days. We will particularly want to spend some time on specific issues that caucus members are concerned about.

Mr. Reville: I have no notion of how this agenda got to be set, and I do not object at all to the committee learning more about mental health. It is my understanding that Health estimates very rarely deal with mental health issues, and it is high time that they did. I do have some favourite topics that seem to have appeared on the agenda, particularly today's exercise and Thursday's. There are three issues that are of extreme importance to me.

I have one concern, though. The ministry has summoned a lot of excellent spokespeople for each of eight areas. While I am sure they have much to tell us, we have some questions to ask them or the minister. Some of my questions are

more properly put to the minister because they relate to policy, and I do not want to put any of the staff in an uncomfortable position. I am concerned that the presentations not gobble up all the time and that there should be lots of opportunity for the minister and the ministry staff to answer questions that I am sure the committee has and that I definitely have.

Hon. Mr. Elston: I certainly did not start out yesterday to restrict your questions on the psychiatric hospitals. I hope we did not give the impression that you were being restricted.

Mr. Reville: Mainly in connection with the psychiatric hospitals, although there were some interesting matters—

Hon. Mr. Elston: I was merely going to continue by saying I told you that if you had other questions in that area, you could feel free to raise them at any point. We established a rather easygoing routine yesterday which would be appropriate to carry on with for the next couple of days. I certainly have no problems with the questions coming.

Mr. Chairman: Let us try to separate these things so we can get moving on them. In terms of your ability to intervene at any time with questions to the minister or staff, either during a presentation or following it, of course that is open as it always is, and I will recognize people in the normal way.

The question about your timing, though, is another matter. We probably have about nine hours of estimates left. We have 14 hours as of today, and probably about nine hours after we complete these two days. I am in your hands in terms of how you want to organize. It is entirely up to the critics and the minister how you would like to do this.

Mr. Andrewes: I think nine hours, if used effectively, will be okay. I do not want to spend next week on spillovers from this week and find ourselves towards the end of next week perhaps even agreeing to wind up the estimates at some point without my meeting the obligations I have to my caucus members.

Mr. Chairman: If I am sensing a consensus, we will stick to the agenda we have in terms of completing the mental health agenda on Thursday. We will then move back to the minister's

response and the main-line votes and move on through regular Health estimates on Monday.

Hon. Mr. Elston: I may have to seek some direction, though. There were about two and a half hours' worth of comments I would like to respond to. I do not think I can do that in 15 minutes.

Mr. Chairman: As you know, as we get to that stage, it is up to you how you handle it. That is a much more free-flowing period of debate. We can go in that fashion if you want; or if you choose, you can make a summary kind of response to deal with each of the matters raised in line-by-line debate. I will leave that up to you to work out on Monday.

Why do we do not move to the first item on the agenda, which I gather is the community mental health overview? For Hansard's purposes, you might introduce yourselves so we will get your names straight for posterity.

Mr. Corder: I am David Corder, the assistant deputy minister for mental health. This afternoon we are going to deal with community mental health. The first program area we will look at is the homes for special care, which historically is probably the first initiative into the community from the provincial psychiatric hospitals. It occurred in about 1964 as a response to the notion of returning psychiatric patients to the community. I will ask Jim O'Neill, who is the manager of that program, to talk about the homes for special care program.

Mr. O'Neill: I can take you through a brief overview of the program. As Mr. Corder said, it was established in 1964. The original intent was to provide long-term extended care or residential care for former patients in psychiatric hospitals and centres for the developmentally handicapped. These individuals no longer need institutional care, but to live in the community they need nursing or supervision from the home operators.

The program is administered locally through the 10 provincial psychiatric hospitals. Staff from the hospitals visit the homes on a regular basis to monitor the residents' wellbeing and to offer consultation to home owners.

Licensing of the homes is done on a calendar-year basis, and the licences expire on December 31 of each year. Nursing homes that hold a homes for special care licence essentially have a dual licence. They must first have a regular extended care licence before they can receive a homes for special care nursing home licence. Therefore, the nursing homes branch is responsi-

ble for the inspections of homes for special care nursing homes.

In residential homes, the office of the Ontario fire marshal is responsible for co-ordinating the fire safety inspections. Most of those inspections are done by local fire departments, but in areas that have a volunteer fire force or where they need additional support, the office of the fire marshal will conduct the inspections.

Environmental health inspections of residential homes are conducted through the local public health units.

Licences are issued only when compliance is achieved and we have documentation indicating that all violations have been addressed.

To give you a breakdown, we have a total of 252 residential homes at present, the licensed capacity is 2,160, the actual occupancy is 2,055, the number of developmentally handicapped residents in residential homes is 423 and the number of former psychiatric patients is 1,632.

15:40

Mr. D. S. Cooke: Homes for special care come under the Nursing Homes Act. What about programming issues, which of course are not addressed in the Nursing Homes Act? Are contracts signed to deal with programming issues? How are they enforced?

Mr. O'Neill: They are under the comforts-in-kind budget of the homes for special care program. We can provide programs for residents in both residential and nursing homes. Most of those programs are provided in the residential sector.

The programming of nursing homes is addressed through the nursing homes inspection process and through the field work staff, which goes in on a regular basis. If the residents are ambulatory and able to go into the community, the field workers will try to involve them as much as possible in any community activities in which they like to engage.

Mr. D. S. Cooke: What do you mean when you say the programming issues are addressed by the nursing homes branch?

Mr. O'Neill: The nursing homes branch addresses the nutritional, environmental, fire safety and nursing care aspects of the residents in nursing homes.

Mr. D. S. Cooke: What about programming? Three meals a day is not programming.

Mr. Corder: I think it is fair to say that when the homes for special care program was introduced in 1964, it was a custodial program. It has remained that way through the years. Mr.

O'Neill will get into the review done several years ago to try to give advice about how you could provide different psychiatric programming supports to that program. I do not know whether that is his next slide.

Mr. O'Neill: It is three ahead.

Mr. Corder: Can we address this three ahead?

Mr. D. S. Cooke: Sure.

Mr. Chairman: You do have figures for the number of these people who have programs? Do all of them have individualized programs?

Mr. O'Neill: No, they do not all have individualized programs.

Mr. Andrewes: What sort of training is necessary for the custodians?

Mr. O'Neill: The qualifications that the hospitals look for are maturity—someone who has raised or is raising a family, who knows how to budget, who has some awareness of the needs of former psychiatric patients and who is willing to participate in ongoing training sessions.

Each of the hospitals offers an orientation and ongoing training program for home operators. The kinds of issues they deal with in the training sessions are dealing with difficult, perhaps aggressive behaviour, responding to the residents when they are in need of individual counselling, how to use and when to call a field worker, how to access the field work staff from the hospital and some background information on medications the residents might be receiving.

Mr. Reville: You mean the medications residents are receiving?

Mr. O'Neill: Most of them are receiving medication.

Mr. Reville: Would it be possible to table a copy of this training program with the committee?

Mr. Chairman: I know there will be a lot of questions in this area. Perhaps we can see whether we can accumulate a few of them.

Mr. O'Neill: Still on the residential homes, here is a breakdown of the capacities. There are approximately 168 homes with fewer than 10 beds. The average capacity of those homes is four beds. The original intent of the program, to provide a homelike or familylike environment, is still intact for more than two thirds of the program. There are 84 homes with a capacity of more than 10 beds, and the average occupancy in those 84 homes is 19 beds.

Here you have a provincial distribution of residential homes, the highest concentration being in York county, followed by Simcoe,

Durham and Northumberland. The rest of the homes are fairly evenly distributed across the province.

A total of 211 nursing homes hold homes for special care licences. The total number of residents is 3,382 and of that number, 2,656 are former psychiatric patients and 1,726 are developmentally handicapped residents.

Mr. Reville: Is it the practice to combine former psychiatric patients and developmentally handicapped residents in the same home for special care?

Mr. O'Neill: Yes, it is; and that is one of the areas we hope to address through the recommendations we received from the Touche Ross report.

Mr. Reville: When was the Touche Ross report received?

Mr. O'Neill: We received that in April 1984.

Mr. Reville: Obviously it sometimes takes a long time to read a report.

Mr. Chairman: It depends how many ministries are involved.

Mr. O'Neill: Speaking of the Touche Ross report—

Mr. Reville: Here it is now.

Mr. O'Neill: These are the central recommendations. First, that the mental health division work with the Ministry of Community and Social Services to achieve a transfer of responsibility for the developmentally handicapped to the Ministry of Community and Social Services.

Mr. Chairman: An announcement is pending momentarily, I am sure.

Hon. Mr. Elston: I can announce that we are working with them now.

Mr. D. S. Cooke: That is what you said last year.

Mr. Reville: That is what they will say next year.

Mr. O'Neill: We have been working very closely with staff at the Ministry of Community and Social Services to try to address the logistical needs for this transfer to take place. It has been a fairly painstaking process to corroborate numbers within both ministries and to try to identify the central issues we need to tackle to achieve the transfer.

The second recommendation was that the homes for special care residents in nursing homes be reclassified as regular extended care patients. This deals with an internal realignment of responsibility. The reality is that the nursing homes branch is responsible for the inspection

process in all nursing homes, including homes for special care nursing homes, and this was to address that reality. We have been working with the nursing homes branch to develop an implementation plan for this recommendation to take place.

Mr. D. S. Cooke: I have not been overly involved in this issue but my colleague the chairman has. The report came down in 1984; we are nearly into 1987, and all you have basically said on the first recommendation is that the matter is very complicated. What is at the root of why there cannot be a transfer of the developmentally handicapped to the Ministry of Community and Social Services?

Mr. O'Neill: One of the major problems is the availability of alternative resources in the community for the transfer to take place. The Ministry of Community and Social Services does not have sufficient community-based programs to address the needs of those residents with reference to having them located in smaller facilities, less institutionalized, with fairly intensive support services, stimulation programs, day care programs and vocational programs.

The Ministry of Community and Social Services has been looking at the entire range of needs for all the developmentally handicapped in the province, and it has been developing a five-year plan to lay out exactly what their requirements will be.

15:50

Mr. D. S. Cooke: What kind of budget are we talking about? How much money is associated with these residents? Mr. Corder, can you remember?

Mr. Corder: I cannot remember off the top of my head.

Mr. D. S. Cooke: There is an understanding, obviously, that when these residents transfer, the budget transfers to the Ministry of Community and Social Services as well.

Mr. Chairman: The deputy would like to respond.

Dr. Dyer: The budget for the home is paid the same way as the extended care rate of \$49 a day, and the licence is an extended care licence. If the residents were moved out, the owner would still retain the licence. They have expressed the desire to use that licence for senior citizens.

This has been part of the ongoing discussion. It would seem we do not have grounds to take the licence away from them, so they would likely retain the licence and therefore the funding

would be retained to house senior citizens. That presents part of the problem.

Mr. Chairman: You are not bringing that forward as a policy initiative. As I recall, it was part of the Touche Ross report that this sort of thing might happen. However, I think there are obvious solutions to that problem in terms of licensing and how we license.

Hon. Mr. Elston: If I may, in terms of the dollar figure, it is just under \$88 million in our recorded amounts.

Mr. Chairman: I am sorry, Mr. Cooke, I did not mean to jump on you.

Mr. Reville: He is flabbergasted. That explains it.

Mr. D. S. Cooke: What is the deadline, or when does the ministry now think this matter is going to be resolved in one way or another?

Hon. Mr. Elston: As has been said, it is under very intense discussion. A lot of detailed work has been done and is being done. I cannot tell you that it will be announced tomorrow or January or whenever.

We do not at this stage have things finalized to that point, but we are looking at the overall program being developed by the Ministry of Community and Social Services. I think a number of us heard the Minister of Community and Social Services (Mr. Sweeney) indicate in the House something like 18 months.

Mr. Chairman: The 18 months, if I might just correct that, was the length of time in which he guaranteed he would have the developmentally handicapped children finally out of homes. That is one we had been raising since 1978.

Hon. Mr. Elston: That is that particular side of it.

Mr. D. S. Cooke: What are the other options? There is \$88 million involved, which could provide a lot of community-based nonprofit service. What are the other options?

I am not sure why you have to guarantee the owners of these homes funding of their beds when everybody has known—the chairman says since 1978; at least for that time this has been under active consideration. Why would one of the options not be that they are going to lose that capacity?

Hon. Mr. Elston: You put the case quite well. That is one of the options, is it not? I can tell you that options are being discussed and considered. I think there is a concern, however, that people who are providing good service do not necessarily fall out of the ability to provide that service.

We have to look at licences, we have to look at what that means and we have to look at what opportunities are there for us. I can say we have not excluded anything at the moment. We are working on it actively, but I am not in a position to make announcements on it and certainly will not be making any announcements without my colleague.

Mr. Reville: Almost half of what is alleged to be the community mental health budget is for homes for special care. Almost a third of the people in homes for special care are developmentally handicapped. That poses at least two important questions.

Is it your view that homes for special care are a community mental health program? They are often characterized as satellite warehouses of the psychiatric hospital, not facilities in which a program happens but warehouses where people are stored. Is that no longer the case, or was that never true?

Hon. Mr. Elston: I think you are as able to come up with your own opinions on what those houses represent.

Mr. Reville: I am asking what your opinion is.

Hon. Mr. Elston: No, you have just expressed your opinion. My opinion is that we are striving to improve the delivery of service through those homes for special care. I can tell you that staff have developed certain programs which are inclined to improve the standard of life in those facilities. Part of the reason, for instance, I went to the fire marshal's inspection of those homes was, to be quite blunt about it, I wanted to cover them more thoroughly. We have been doing our work in efforts to upgrade what those homes are able to deliver and we have instruction manuals which are being used to help people who run them to provide better service.

My opinion is that improvements can be made and we are working to do that.

Mr. Reville: Is it your policy that homes for special care should continue to provide 50 per cent of the community mental health programming of your ministry?

Hon. Mr. Elston: It is included in that part of the budget as providing service, obviously. When I look at community mental health, if you want my feeling on it, we have a lot further to go with it in its entirety, not just with homes for special care. There are many things we have learned about providing programming that we are actively looking at implementing. In terms of actual dollars and cents, our service goes much beyond just measuring program results by the

number of dollars allocated in any particular estimate figure.

Mr. Reville: While we are sharing opinions, it is my opinion the conditions in homes for special care make the conditions in the nursing homes you are having trouble with look like a pimple. If an investigation were launched into homes for special care in this province, the shock felt throughout the province would be amazing. That is my view. I hope you do not share it but that you get enough information so that you begin to share it.

Mr. Andrewes: I would like to clear up one or two routine points. Is there an economic level of occupancy you feel is reasonable to the operator of homes for special care? Is there a level which you feel is ideal, setting aside the economics?

Mr. O'Neill: I think probably most suited to the residents' needs would be a home of about four beds. Perhaps in economic terms, the operators would prefer to have at least 10 residents.

Mr. Andrewes: Are there limits placed on size?

Mr. O'Neill: There have been limits placed based on need—a particular hospital may need so many placements—or on the geographic location. For example, in York region, most of the homes are in York region, yet the psychiatric hospital that would access those homes is Queen Street Mental Health Centre. One of the difficulties is that the residents do not wish to be placed in York region. The decision on placement is always the resident's. The resident makes the final choice on placement, so there are a number of factors that enter into the size of the licence, including geographic and resident choice.

Mr. Andrewes: Are the licences sold?

Mr. O'Neill: No, the homes are sold.

Mr. Andrewes: The licence is attached?

Mr. O'Neill: Yes.

Mr. Andrewes: Could you explain briefly the relationship between the home and the hospital?

Mr. O'Neill: The connection between the home and the hospital would be the field worker who visits on a regular basis, weekly or biweekly, to provide consultation and monitoring.

Mr. Andrewes: You said the selection of a custodian in one of these homes would be based on the criteria the hospitals look for.

Mr. O'Neill: Yes.

Mr. Andrewes: Do the hospitals have that close a working relationship that they would

screen custodians of these homes for special care?

16:00

Mr. O'Neill: Yes, they do. At the time of initial licensing, the operator must be recommended by the hospital. In practice, most of the operators have been providing care for many years and they have a fairly close relationship with the hospital and its staff.

Mr. Andrewes: Is the home required to designate a medical director?

Mr. O'Neill: They have to have a local family physician.

Mr. Andrewes: In the community?

Mr. O'Neill: Yes. There is also a psychiatric backup provided by the hospital.

Mr. Andrewes: That physician would be familiar with the medication of the residents?

Mr. O'Neill: Yes.

Mr. D. S. Cooke: This is probably my own confusion, but the people who are under the homes for special care are in addition to the 31,000 nursing home residents. Is that correct?

Hon. Mr. Elston: Yes, they are.

Mr. Reville: We have about 4,200 psychiatric hospital beds. We used to have 15,000. We have approximately 4,000 people in homes for special care who are ex-psychiatric patients. Do you have statistics on how long they stay in homes for special care and are they people who would be considered loosely under the chronically mentally ill label?

Mr. O'Neill: Yes, they would certainly be considered chronically mentally ill.

Mr. Reville: Heretofore, they would have just been in hospital?

Mr. O'Neill: Most of them have probably been in hospital a number of years and have probably had several admissions. I do not have the exact statistics, but I believe that most of the residents have probably been, on average, in for about seven or eight years and perhaps longer. There is not a lot of turnover in homes for special care. It is a fairly static population.

Mr. Reville: As long as the program remains custodial, they will just stay there. Is that right?

Mr. O'Neill: Our hope is to try to enrich the services in the program to have more of a rehabilitation focus and more of an individualized focus on individual residents.

Mr. Reville: The per diem cost is about \$200 in a provincial psychiatric hospital. It is \$192?

What is the per diem cost in a home for special care?

Mr. O'Neill: In a residential home, it is \$20.88.

Mr. Reville: What are you doing with the \$170 you save?

Mr. O'Neill: I think that is a question for the minister.

Hon. Mr. Elston: In terms of spending, if those people were all in hospital and we were able to then move them into homes for special care, perhaps you could talk about absolute dollar savings. I can tell you the programs are being used at a level where there are no savings vis à vis that type of analysis. We do not have an allocation which indicates our psychiatric hospitals have 8,000 beds. Our allocations are based on our operations with the bed complement we have, not with the bed complement of 8,000.

Mr. Reville: I am sorry, you are losing me.

Hon. Mr. Elston: There is only an absolute saving if we were funding our psychiatric hospitals to have 8,000 beds and then were replacing—

Mr. Reville: You used to fund them to have 15,000 beds. I am not saying that was a good idea or a bad idea.

Hon. Mr. Elston: Do you want more?

Mr. Reville: No, I do not want more hospital beds. Somewhere the Treasury has realized quite a saving by reducing the number of hospital beds from 15,000 to 4,000.

Hon. Mr. Elston: I think it is fair to say we have, probably—you should be asking the chairman, who has followed this a little bit longer than I have because he has been dealing with it since 1977.

Mr. Reville: He is very old, that chairman. He is impatient and weary too.

Hon. Mr. Elston: I can tell you, however, that we allocate money to other program areas and spend a considerable number of dollars. I do not know how we compare, for instance, between 1962, when we started our deinstitutionalization program, and now. Perhaps the program people, perhaps Mr. Corder, can tell us.

Mr. Corder: I cannot give you the exact dollar figures, but in 1964 when we vacated the 15,000 beds, you would have to look at the cost of the type of care at that time. In the provincial hospitals it was also custodial. Indeed, this move was described as emptying the back wards.

Since that time you have seen all of the drug therapy, the individual therapy and the team

approach, so I do not know what the per diem was then. Maybe it was around \$30 a day, but because of the cost of human resources and the types of therapy given now you are comparing apples and oranges.

Mr. Chairman: It is hard to do it on a current budget year, I agree with that.

Mr. Reville: Yes. The point I would like to make is a lot of back wards have been created out in the community and they are now called homes for special care. The hospital I was in had eight back wards. That whole place was shut down. That was Rockwood in Kingston, and that place is now for the developmentally handicapped. There used to be 320 patients, most of whom are now in a home for special care somewhere instead of in a back ward. I am not sure we have made much progress if that is all we have been able to do.

That is the point I am trying to make, and you are hearing my frustration at how long it takes to look at recommendations in Touche Ross, for instance. How long does it take to look at a hot recommendation?

Mr. D. S. Cooke: When a vacancy occurs, the bed just gets filled with somebody else. There has been no attempt to solve part of the problem by not refilling beds.

Hon. Mr. Elston: The deputy reminds me there is one hospital that was closed but you are really saying under current conditions, if there is a patient who moves out—

Mr. D. S. Cooke: I am talking about the homes for special care.

Hon. Mr. Elston: Yes, that is what I am talking about as well. Presumably, there may be someone who could be appropriately moved from the hospital setting.

Mr. D. S. Cooke: That is if you do not accept the point Mr. Reville just made.

Hon. Mr. Elston: I am not sure whether Mr. Reville was saying they would be better left in the hospital. He said he did not want them there.

Mr. Reville: I said you shifted where the back ward was.

Hon. Mr. Elston: All I am saying is if someone is to be moved out, as we saw yesterday on the video at Hamilton Psych, then there has to be a place for people to receive support in the community, presumably. You can take issue with the programming and things like that and I am sympathetic to looking at what is available to help people with programming, but I will probably have to accept Mr. Reville's opinion

and work along, trying to improve the status of those places.

Mr. Chairman: I know other members have questions. Could you provide us the information on admissions for the last couple of years, who is coming in and where they are coming from?

Mr. Corder: Yes.

Mr. Chairman: I already have information about the developmentally handicapped and the children admitted, but I would be interested in the other information. Can you tell me how many government program officers, under what was the triministry project, are actually located in homes for special care in the province at the moment?

Mr. O'Neill: I do not have that figure. I know there are 27 field workers from the provincial psychiatric hospitals, but I do not have the exact figure on the tri-ministry.

Mr. Chairman: There are 27 psychiatric workers; not onsite, they are visitors.

Mr. O'Neill: That is right. We can get the information from the Ministry of Community and Social Services on triministry staff.

Mr. Chairman: Can you get us the figures on which have individualized programs in both categories, developmentally handicapped and the mentally ill? Any other questions from members in this respect?

Mr. Reville: Yes. It is not precisely a home for special care, but it is kind of a home for special care. I know Ms. Tennant knows about this subject and it is current and it fits within this category. It has to do with Channon Court.

16:10

I know earlier this week and last week, Mrs. Mauro was at an inquest into the death of John Dimun in which the Ministry of Health was defending its program at Channon Court. I realize it is not part of the homes for special care program. It was a pilot project that began in 1983. It relates to a now notorious Parkdale boarding and lodging home of a capacity of about 55. It is neither the worst nor the best of the Parkdale boarding and lodging homes, but it is a famous one.

I have some questions. Perhaps Ms. Tennant or someone else would like to answer these.

It looks as if a solution is in sight for this home. Houselink Community Homes Inc. will be renovating and running a program there. That is very good news. In the interim, the current operators continue to manage the home. They are the people under whose tender mercies a number

of people, some of whom have been injured or died, have had an unhappy time.

I wonder if anybody can say why, in the interim period, those operators are seen as appropriate to continue to run this home?

Mr. Corder: We do not view those operators as appropriate to continue running the home. We are currently trying to negotiate with some outside group to manage that facility during the hiatus before this housing group can take over.

Mr. Reville: That would be a management team you would engage to handle the place while the renovation occurred and Houselink management could get ready to take over?

Mr. Corder: I do not know who eventually will be lucky and get the nod, but we have been negotiating with groups such as Ecuhomes to see if they would go in and do that. We have been discussing it with some supportive housing groups.

I do not know which one eventually will agree to do it, but we do not want the existing owners to operate in the hiatus.

Mr. Reville: Good. I agree with you.

Mr. Corder: I should correct the number of beds. I believe there are only 25 there now.

Mr. Reville: Those are what remain because two of the buildings have been shut down and the people have been moved to Interim House. They will come back again, I understand. I think it had 55 residents once upon a time.

Have funds been set aside to engage the management team if you are lucky enough to find one?

Mr. Corder: Yes, they have.

Mr. Reville: Can you tell me whether the Ministry of Housing has produced additional funds to make up the purchase price that the current owners require? I understand one of the problems was that the maximum unit price was inadequate and the owners were going to stay on to realize some additional profit.

Mr. Corder: I am not aware of the Ministry of Housing giving any additional money.

Mr. Reville: Therefore, if you find a management team, Atlee and Hall will go away and the management team will operate in the interim period?

Mr. Corder: That is my understanding.

Mr. Reville: Has the ministry done some work on assessing the effectiveness of the past funding? I understand about \$400,000 was invested in an attempt to improve the quality of life in this house, and I know at various times the

ministry was not happy with what was going on there. The Queen Street Mental Health Centre at some point decided to no longer refer people there. I understand it was the ministry's view if they did not assist this home, it would close down and there would be a problem for a large number of vulnerable people.

Have you assessed what the investment of the \$400,000 did? Was this the type of thing you would look at doing again? An answer to that type of question is of interest to me.

Mr. Corder: In the context of Channon Court, one has to look at the history of how it arose. On one very wintry day we got a call from one Pat Capponi saying that 75 people were going to be put out on the street. We did not wish that to happen.

We looked at what we might do to investigate the possibility of averting this kind of thing in a private boarding home. We considered it would have to be of a pilot nature because we did not have any experience in bringing programming to a boarding home.

We entered into the arrangement with Channon Court on that basis. Initially, the money was provided for a two-year program we would evaluate from the content point of view. We wanted to see improved supervision and improved nutrition. We wanted to see there was some sort of programming taken to the residents because, believe it or not, when we would tour that facility, most of them thought of that place as their home.

We tried to make it better for them. I think we had some success for a year and a half or two years. However, when we did our evaluation after the first two years, we recognized there were problems in that home.

We did another evaluation at the end of the two-and-a-half year period and it was at that time it became quite obvious we would have to do something to get out of this situation, because it was not healthy.

It seemed as if the residents just did not enjoy the type of programming we felt was legitimate for them to expect based on the money we were providing in that facility. As a result, we have been working now for nearly a year and a half trying to come up with an exit from a situation we do not feel is particularly good.

Based on that experience—and I suppose you should not use only one—it would not be my intention ever to recommend to anyone we try that in a private boarding home setting again.

Mr. Reville: I think you have come up with a good exit approach. I applaud you for doing that.

I assume the lessons learned here are being put to use in terms of Habitat Services and the Contract Aftercare project at the city of Toronto.

It appears likely, as much as I regret it, that private boarding and lodging houses may continue to provide a major portion of "service" for ex-psychiatric patients.

In my view, we should be doing what we can to ensure some kind of quality of life in those boarding and lodging houses. It is not an easy thing to do, I realize that. Are Habitat Services and Contract Aftercare the two approaches that seem to your ministry to be the most likely to produce useful results?

Mr. Corder: They seem to be the most likely at this point. Ms. Mary Ellen Polak will talk to you in some detail this afternoon about the Habitat approach. When it comes to ensuring that programming goes to the residents who are located in boarding homes, one has to look to the community and some organization in the community to see that happens.

If you do not have some sort of community accountability for programming, you tend to get all the resources you have identified for programming lost in the overall operation of the boarding home.

I believe the programming should be independent of the operation of the housing part.

Mr. Chairman: I am reluctant to cut you off, Mr. Reville, because of the importance of the Channon Court problem, but I think it might be wise for us—since it is not specifically homes for special care—to get back on the general agenda. You can probably get back with further questions on that under some of the other headings we have before us.

What is next, Mr. Corder?

Mr. Corder: Ms. Linda Tennant is here to get to the other aspects of community mental health after we have whetted your appetite with homes for special care.

Mr. Chairman: It is a good way of starting us out. It elicited a Pavlovian response from some of us.

16:20

Ms. Tennant: The community mental health services program of the Ministry of Health was introduced in 1976. The general purpose of the program is to replace inpatient with outpatient services wherever possible, to reintegrate discharged patients into the community environment, to locate mental health treatment and rehabilitation services as close to the homes of clients as possible and to increase the range of

choices of interventions or services available in the community.

Community programs are designed to reduce the frequency and duration of admissions to psychiatric hospitals, to provide treatment to the patient in the home and community setting and to reduce the risk of mental disorder in high-risk groups.

Mr. Reville: Yesterday we saw that a very large proportion of those occupying hospital beds in the provincial psychiatric hospitals are readmissions. You just said community mental health programs are designed to reduce readmissions. Do you have any statistics to show you whether it is working in a material way?

Ms. Tennant: We have statistics from individual programs in the field on their own interventions but we do not have statistics for the overall program. Part of that is the difficulty that we do not have discrete services for clients. Often there is a range of services and each program is designed to meet a different need. However, we ask for statistics from the individual programs on reduced rates of admission or length of stay in hospital if readmissions occur.

Mr. Reville: If you have a person occupying a bed in a hospital, do you not discover routinely where they were recently and in what programs they might have been?

Ms. Tennant: That would be the responsibility of the hospital staff, particularly with regard to discharge planning.

Mr. Reville: Perhaps Dr. Dyer or Mr. Corder can answer the question. When you are doing the history of somebody in Queen Street Mental Health Centre, for instance, would you discover they had been in a particular program in the last year?

Mr. Corder: I would presume the clinician admitting the patient would know where the patient came from. Whether we collect that statistic and put it into a computer is another issue.

Mr. Reville: Do you think you should?

Mr. Corder: The clinician probably knows. We have not had a computerized system until recently and we still do not have it across the system. It would probably be valuable information.

Mr. Reville: Yes. Thank you.

Ms. Tennant: I am sorry. I cannot get all of this slide on at once so that people can see it. Community mental health programs provide a range of services and they are designed to work in

conjunction with the rest of the system or to supplement or complement it. The rest of the system would be psychiatric hospitals which themselves have outpatient services, psychiatric departments of public hospitals and also other community-based agencies such as public health. I have homes for special care, but maybe I should not say that.

We have a variety of types of programs that have been developed to serve the variety of needs: prevention programs; self-help programs, which provide mutual support; counselling treatment programs, which are of a more clinical nature; co-ordinating programs, which help to co-ordinate both at the service level and also at the individual client level; geriatric psychiatric programs; supportive housing programs and rehabilitation programs, which provide a range of rehab services including social and vocational.

The total programs now are 278 across the province.

Mr. Chairman: How many clients are involved in those programs?

Ms. Tennant: I am afraid at this point I cannot give you an answer to that question because various programs may be seeing one client or a client may gain access to several services. Therefore, we do not have the numbers of discrete clients for all our programs. We keep that information on an individual program level and we are in the process of trying to build a database which will be more accurate.

Mr. Chairman: Do you have an inaccurate gross figure at least?

Ms. Tennant: I can give you a gross figure, but I cannot guarantee its accuracy. It would be between 40,000 and 50,000 people a year.

Mr. Chairman: When do you expect to have accurate figures on it? It seems you would need that as a basic health planning tool.

Ms. Tennant: It will be some time because of the difficulty of getting at discrete client information because of the types of programs we fund. Social rehabilitation programs often provide a service as informal as a drop-in centre. It is very difficult to get information on that particular client group on a client basis and then match it up with a clinical program the client may also be attending. We are trying to develop something to deal with it.

Mr. Chairman: Can you do it for the ones who have an individualized program?

Mr. Corder: We are in the process of developing an information system for the community mental health program, as we are for the

psychiatric hospitals. We have run into some problems with definition because of the client group being served.

I anticipate we will resolve it so that we can get a rough information base on which we can build a planning tool. We are at that stage now.

Mr. Chairman: I am not unsympathetic to some of the problems. I have been involved in the delivery of those programs. However, I still think it would be very helpful.

Mr. D. S. Cooke: Could we get a breakdown of where the programs are?

Ms. Tennant: Yes, we have that available. Do you want it by the number of programs?

Mr. D. S. Cooke: You gave us the numbers. Where are they in the province?

Ms. Tennant: I am sorry, I did not bring it with me.

This is a record of the number of services under the community mental health program since its inception in 1977-78 to the present. This illustrates the growth in the program and services.

The programs are developed from a local base. A public call for proposals is made annually through district health councils across the province. Any organization with an interest in the psychiatrically disabled may apply. The proposals are reviewed and given priority by district health councils relative to local community needs.

When a program is accepted for funding, it enters into a memorandum of understanding with the Ministry of Health which details the services offered, the board and management structure, evaluation mechanisms, approved budget, etc. Each program must establish a nonprofit management board. These boards are usually composed of service providers serving the target population, lay community members and consumers.

The client needs that have to be responded to are mixed. At the top, there are the medical-therapeutic and the social-recreational needs. Primarily, those would be the responsibility of the community mental health program of the Ministry of Health. Then there are financial and vocational needs. To a degree, we share some of the vocational responsibility with the Ministry of Community and Social Services. The third category is housing, which I will touch on in more detail. I will talk about our involvement with the Ministry of Housing and the long-term housing needs of this client group.

The housing initiatives we have been involved in are supportive housing programs funded under our own program. They are specific to our program, boarding and lodging homes in various ways, and the Ministry of Housing nonprofit and assisted housing programs.

16:30

Mr. Reville: Could you go back to a previous overlay, the one that relates to the programs and the comparison of year to year?

Ms. Tennant: The number of programs?

Mr. Reville: The budget.

Ms. Tennant: Is this the one? This shows the number of programs by year and budget.

Mr. Reville: The thing that caught my eye, which I did not see because I was out of the room, was that there are two more potential programs in 1986-87 than there were in 1985-86. What prompts me is that I am aware of a number of groups and agencies that submitted proposals to the district health councils. Is the freeze off or on?

Ms. Tennant: In the past year in community mental health, rather than promoting the growth of new services, we have concentrated on enhancement of existing services. Although there is an increase of only two in the number of real programs, there is an increase in the dollars of about 25 per cent.

Mr. Reville: Have you done some work on the distribution? This is a big province and 278 programs could all be crowded into Parkdale for all I know.

Ms. Tennant: We have a breakdown across the province. The mental health planning branch in our area has been developing an inventory of services across the province so we can use that to identify for district health councils where the gaps in services may exist.

Mr. Reville: It would be handy to have it.

Mr. Chairman: Mr. Cooke just asked for it.

Ms. Tennant: In the area of housing, we now have 58 programs which provide 972 beds across the province. The total cost of the support services for those beds, exclusive of the residents' cost for rent and food, is more than \$8 million.

Mr. Chairman: Can we have a breakdown of those and where they are?

Ms. Tennant: We have a breakdown of those.

Mr. Andrewes: That is for the facilities—

Ms. Tennant: Sorry; these are housing programs run by independent community agencies.

Mr. Andrewes: You said it is separate and apart from the room and board paid by the tenant.

Ms. Tennant: That is right. The \$8 million is in addition. It goes for professional support services such as staff to provide onsite service to the residents.

Mr. Andrewes: Would that be like Community Occupational Therapy Associates coming in to do stuff?

Ms. Tennant: No; COTA is in addition. We have a representative agency and its executive director here today—Brenda Singer from Progress Place. Progress Place offers a range of services. They have staff specifically allocated to support services in the various housing units rented in the name of the program and in which the clients reside. The staff is available to go onsite into the homes to teach people life skills—cooking, budgeting, hygiene and whatever—to make sure they get to the other services they need and to provide them with a range of assistance.

Mr. G. I. Miller: Is there an age limit?

Ms. Tennant: Our program deals specifically with adults. People 16 and above are served in our program.

Mr. G. I. Miller: Do you work in co-operation with the Futures program?

Ms. Tennant: No. I have a breakdown of the housing programs by area of the province.

Mr. Chairman: May I go back to Mr. Miller's question for a moment? It opens up a very interesting area with respect to vocational rehabilitation and its involvement with other government programs.

The Futures program is supposed to be for hard-to-employ youth under 25. As part of your responsibility, you are dealing with mentally ill young people who are 16 to 25. At this point, there is no integration of any sort between the kind of rehabilitation and occupational therapies you are doing and the Futures program; is that right?

Ms. Tennant: There is no specific integration. We do not deal with them specifically. We have dealings with the Ministry of Community and Social Services about the types of services they provide. We maintain other liaison with other agencies but not specifically with the Futures program.

Mr. Chairman: It might be a useful connection with the Ministry of Skills Development. It would not be applicable to all your clients, but some higher functioning people who have been

through a lot of your own programs might need that extra assistance when they get back into the job market. Thank you.

Mr. Reville: Why are the beds concentrated in Toronto?

Ms. Tennant: That is where we have seen most of the development of housing programs. The whole movement of supportive housing was initiated in Metro. Groups there are farther ahead in their development. We are seeing more growth now across the province, and the other areas are following the Metro example. In the past three years, we have made it one of our priorities in proposals through district health councils.

Mr. Reville: Is the Ministry of Health doing any work to develop nonprofit agencies in the north where there is a desperate need for supportive housing?

Ms. Tennant: We are in the process of working with mental health and housing agencies across the province, including the north, on how the health agencies might gain access to Ministry of Housing nonprofit housing units. We have developed a set of guidelines and have already held a series of regional meetings. We plan to continue that in 1987.

Mr. Reville: What has the takeup been like?

Ms. Tennant: There has not been a lot of action so far, but quite a lot of interest has developed over the past few months. The Ministry of Housing nonprofit program was announced only in March 1986. It has taken some time to get the information disseminated among housing agencies and mental health groups.

Mr. Reville: Which program was announced in March 1986? It is hard to keep track of them because there are so many announcements.

Ms. Tennant: The Ministry of Housing nonprofit housing program. It was announced in March 1986 for 6,700 units across the province and 10 per cent of those units are allocated to special needs groups.

Mr. Reville: Okay. One problem is that, during the Bill 51 debate, there was an announcement of 3,000 units for the hard-to-house.

Ms. Tennant: The 3,000 units will be developed starting in 1987. The call for proposals for the 6,700 units for 1987 and the call for the 3,000 units will be done at the same time, in January 1987. Our agencies will be able to gain access to part of the 3,000 and part of the 6,700.

Mr. Reville: The Supportive Housing Coalition of Metropolitan Toronto has units coming

out of its ears. That is good because it is a very good development agency. However, they have heated up the Toronto real estate market so that nobody can afford to buy these houses at the moment. I know that is not your problem.

Mr. Corder: The community mental health programs have heated up the market in Toronto?

Mr. Reville: You bet. You cannot go on a street in the east end of Toronto without falling over a supportive housing agency with a real estate agent handcuffed to it trying to buy a house.

Mr. Corder: I have not seen that phenomenon.

Mr. Reville: It is an interesting phenomenon to see. There are a lot of parts of this province where groups like the Friends of Schizophrenics are desperate to get supportive housing and the deficit is in the developmental capacity of the agencies. Neither the Ministry of Housing nor the Ministry of Health has done significant work to help nonprofit agencies develop the capability of developing supportive housing projects.

Ms. Tennant: We hope to start to address that issue next year. Orientation sessions will go with the Ministry of Housing call for proposals. There will be forms available to apply for both the housing units and the Ministry of Health or Ministry of Community and Social Services support services.

Mr. Reville: Will your ministry be involved in that?

Ms. Tennant: We are involved in it already. An interministerial committee has been established to discuss the co-ordinated proposal call and we are part of it.

Mr. Reville: Thank you.

16:40

Mr. Chairman: From time to time we forget, either as civil servants or as members, that some of these questions are political and are more appropriately addressed here.

Mr. Reville: I never ask a question that is not political; I am sorry.

Mr. Chairman: A couple were straight informational, but for the others I advise that it would be wise to leave it to the politicians to make some of the statements on this.

Before we go on to another slide, let me ask about your two figures for the northwest and northeast—18 and 16. Are those just a couple of homes or one home each and where are they?

Ms. Tennant: No. The northeast has three and the northwest has two.

Mr. Chairman: Can you give us the locations of those so we can see what sort of distances people are having to travel to find supportive housing?

Ms. Tennant: The location of those programs?

Mr. Chairman: Yes. That would be good.

Mr. D. S. Cooke: It would be nice to get a clear breakdown of all the regions.

Ms. Tennant: That can be provided.

Hon. Mr. Elston: Since Mr. Reville indicated our programming has skyrocketed the real estate market in Toronto, what was he suggesting we do? Should we or should we not have these programs?

Mr. Reville: Do you want me to answer that question, Mr. Chairman?

Hon. Mr. Elston: It is important if we are doing that; you must have some sense that something can be done by way of a program.

Mr. Reville: I am making a serious point. When there is a rush of allocations to nonprofit agencies, many of which require the purchase of a house to be rehabilitated and in the context of an overheated housing resale market—which has a lot of causes that are not your fault and are not your problem but have implications—as you try to develop your project the project recedes from you because the house prices go up and your maximum unit price is no longer adequate to buy the property that would be suitable for the program you want to run.

One of the ways to deal with that is to deconcentrate the program to some extent. Obviously there is a very large need in Metro, there is no question about that, but a lot of the target area for these agencies is in the downtown area and that is due to other reasons. For instance, there is a role for the Ministry of Municipal Affairs in this in trying to convince communities to accept vulnerable people into their midst. These group home battles we have, as offensive as they are, have got to be gone through in more communities in this province or we are not going to have programs for vulnerable people. There is a role for the Ministry of Municipal Affairs, just as there is a role for your ministry and the Ministry of Housing, in helping groups go out into their community and find an appropriate property, work with the community on community acceptance, but begin to run that program.

Sometimes you go from rags to riches in this housing allocation business. A group I was working with was finding real difficulty in

spending its 10-unit allocation, partly because the supportive housing coalition was also looking for properties in the area as well as the Young Men's Christian Association, Woodgreen Community Centre and some other groups, all of whom are doing wonderful programming. But you then run into programmatic problems when the maximum unit prices, which are fixed for programmatic reasons, no longer are relevant or rapidly become irrelevant in a heating-up market.

One answer is more flexibility of program, but another answer is to try to deconcentrate so you go into Scarborough, Ajax, Vaughan, Sudbury, Manitouwadge and other such places in the province which have a need as well.

Hon. Mr. Elston: You brought up an important issue which I thought I would remember on my own but I did not. Over the past year, we have had two or three community debates about the establishment of homes that have been highly visible. My colleagues Elinor Caplan and Bette Stephenson have been very helpful in assisting with those debates in their communities. I have to hand out some praise for their handling of the particular issues in their own constituencies, which they did with sensitivity and resolve. It is appropriate for me in this committee to say that those two members—just as an example, though I am sure there are others—come to mind very vividly now. They have served this particular client group very well. I would like them to receive some mention for their efforts.

Mr. Reville: There is no question that local political leadership is very important. If it is not there, the anxieties are played into. We have seen that happen in a number of cases. I very much regret a politician who takes that route.

Mr. Chairman: It is always nice to know there are other approaches being taken. Is that it for our overheads?

Ms. Tennant: I have finished my presentation, but I would like to introduce Brenda Singer, who is the executive director of Progress Place, one of the programs we fund, who is going to give you some information on how the program actually works.

Ms. Singer: I want to thank everyone for inviting me here. It is a real honour and privilege for me to have the opportunity to present Progress Place today. More important, I want to tell you about the kinds of people who come to Progress Place.

As you are aware, the goal of community mental health programs in general is to maintain people in the community. I hope you will have the opportunity to see a few minutes of a film today.

The goals of Progress Place clubhouse are the provision of the following: a guaranteed right to a place to come; a guaranteed right to meaningful work; a guaranteed right to meaningful relationships; a guaranteed right to a place to return; and a guaranteed right to safe and affordable housing, which you have just been addressing.

Who are the people who come to Progress Place? They are people who are diagnosed largely as schizophrenic. One per cent of the population is schizophrenic. If we are looking at this illness on a continuum by the rule of thirds—as has been documented quite well—one third of the people who have been diagnosed as schizophrenic and have been hospitalized recover completely. Another third have repeated hospitalizations but can function well between hospitalizations.

The people who come to Progress Place are in the bottom third of the continuum; these are the people who have an illness that requires hospitalization but they do not do well between those periods of hospitalization. It is this population that comes to Progress Place. Schizophrenia, a disease not unlike diabetes, can be controlled on medication. However, it is necessary to improve their quality of life. This happens through programs based in the community. People have to have something else besides walking the streets and doing the traditional things that former mental patients are known to do.

I want to tell you about the people who attend Progress Place. Then it will be my pleasure to talk to you in more detail about the clubhouse. Most of the members are young adults around 28 years old. They have been in and out of hospitals for most of their adult lives. They are people who are on medication and find taking medication a problem in terms of the kinds of symptoms that are present. They would desperately like to take drug holidays and a lot of them are not able to do that.

16:50

Some of the people have a high school education but their education and career paths have been cut short because of the onset of the illness. They still have the same hopes and dreams and aspirations that all of us sitting here in this room have. They are people who have to apply for social assistance. They are people who have been called unemployable by the communi-

ty at large; they do not have a work history and are considered completely unemployable. They are people who do not live in adequate housing. They are people who have been unable to handle the requirements of most programs. These are the people who come to Progress Place.

There are many ways and many different rehabilitation programs, but Progress Place is a unique program because it is a clubhouse. It is a particular model of psychiatric rehabilitation developed more than 30 years ago at Fountain House in New York City. Progress Place began to experiment with the model more than three years ago, when we converted what is known in the field as a traditional social recreation program for psychiatrically disabled adults and turned it into a clubhouse. Progress Place now has 250 active members and 85 people who come each day to the program.

The Progress Place model is a social invention in community rehabilitation of the severely disabled psychiatric patient. Progress Place itself is actually an intentional community, designed to create a restorative environment within which individuals who have been socially and vocationally disabled by mental illness can be helped to achieve or regain skills necessary to lead vocationally productive and socially satisfying lives.

Progress Place conveys four profoundly important messages to everyone who chooses to become involved in its program.

First, it is a club. As in all clubs, it belongs to those who participate in it and who make it come alive. Participants in the club are called members. The membership concept is considered a fundamental element of the model. The important thing to remember about membership is the fact that we are talking about a lifetime membership. We are not talking about people who are part of something for an assessment period or for a brief period. We are talking about people who have the opportunity to be involved in something and in a form of support for the rest of their lives, if that is what they choose to do.

This membership status is opposed to patient status or client status. It is regarded as a far more enabling designation, one that creates a sense of the participant's belonging, and especially of belonging to a vital and significant society to which one can make an important contribution and in which one can work together with fellow members in all the activities that make up the clubhouse program.

All members are made to feel on a daily basis that their presence is expected and that someone

actually anticipates their coming to the program each day. Indeed, everyone's presence is expected. All members are greeted at the door each morning and in all ways each member is made to feel welcome.

All program elements are constructed in such a way as to ensure that every member feels wanted as a contributor to the program. It is the members who operate the program and it would not work without the co-operation of the members. Everyone feels wanted and this attitude is in contrast to more traditional day programs where the person is felt to be in need of services provided to them.

Following from the conscious design to make each person feel wanted as a contributor is the intention to make every member feel needed in the program. All clerical functions, all food purchases and food service, all tours, all maintenance and every other ongoing function are carried out jointly by members and staff working together. Mutual support and caring for the wellbeing and success of every member is at the heart of the Progress Place model and underlies everything done to ensure that every member feels needed in the program.

These four messages—membership, being expected, being wanted and being needed—constitute the heart of the Progress Place model. Additionally, it is informed with four fundamental and closely related beliefs: a belief in the potential productivity of the most severely disabled psychiatric client.

I would like to read you one of my favourite little quotations here, from a very nice little book called *Work and Love: The Crucial Balance* by Dr. Jay B. Rohrlich. It says:

"A person who cannot point to his or her achievement does not feel like a full person. Subjective experience is too diffuse for self-definition. To say, 'I feel it,' is not as definitive as to say, 'I did it.' Nothing else with which we associate ourselves can give us the sense of objective identity that work can. When we can say, 'I did it,' we are enjoying the ultimate in self-definition."

Therefore, you can certainly understand our second belief, a belief that work, especially the opportunity to aspire and achieve gainful employment, is a deeply central ingredient of the model. Work underlies and pervades all activities that make up the lifeblood of the clubhouse. No opportunity is ever lost to convert every activity generated by the clubhouse into a potential productive contribution by the members of the clubhouse. Further, in support of this profoundly held belief, Progress Place guaran-

tees to every member the opportunity to go to work in industry at regular wages in nonsubsidized jobs.

Progress Place has a program called the transitional employment program in which 25 members of the clubhouse go to work each day in part-time positions in the community. These positions are entry-level, half-time, and members receive support on the job. If Progress Place people who have a psychiatric disability are going to work in the community, there must be proper accommodation. The jobs are part-time and staff is on the job supporting people. This is really the important variable and turns around the whole myth of the unemployed psychiatric ex-patient. These ex-patients are really employable persons. If we are creative and switch around some of these variables, that very thing happens.

Parallel to the concept of the importance of work and the opportunity to work is the belief that men and women require opportunities to be together socially. The clubhouse provides a place for social interchange, relaxation and social support.

Finally, Progress Place believes a program is incomplete if it offers a full set of vocational and social opportunities and neglects the circumstances in which members live. It follows that Progress Place ensures every member can live in adequate housing that is pleasant and affordable. Progress Place has 38 members of our clubhouse involved in an apartment program which has a continuum of daily support—as Linda mentioned—where staff can go into people's homes and teach daily living skills so that people can learn the skills and become more independent in the community. There is weekly support on the continuum as well, so the graduates of the program can go into an environment that has weekly support available so people have an opportunity to maintain and keep skills they have tried so hard to learn.

We also offer 24-hour support through a 10-bed group home. Progress Place is in the very fortunate position in having a continuum of housing from 24-hour to daily support to weekly support, and houses a total of 48 people.

What is a clubhouse? The most important thing, as I have mentioned, is the concept of membership. Membership not only exists for the members but for the staff as well. There is real partnership. Friendship is at the clubhouse and members feel part of the community. This community is family. Unfortunately, this is the

only family for many of the members. As in a family, members feel free to be who they are.

In a sense, defining the clubhouse limits it. I would like to take the opportunity to invite every one of you to the clubhouse to have a look at our program. I brought some handouts and material which I would be happy to show you. It has the address on it. Feel free to visit us.

The goal of the program is to provide opportunities. I am not going to go into the various activities of the clubhouse because it seems we are a little short of time today. You will have a chance, when you watch the film, to see what the actual activities are all about. What is important about Progress Place, and why members come there, is that we are offering a continuum of service. People do not come to Progress Place for housing specifically. They are members of the clubhouse; they have opportunities to work in the vocational area and they have opportunities in the housing area. It is a completely co-ordinated service.

For example, we have found in our housing that there has been much less crisis because people have the backup of the other pieces of the pie I was talking about a minute ago. We find people tend to have better compliance with medication just because you have the support staff there who can pick up when somebody is having difficulty and refer them to a doctor in the community, a hospital or whatever.

17:00

In Progress Place's 10-year history we have found there has never been a suicide of somebody who has been an active member of the clubhouse. That is a statement that speaks well for the idea that it is a system that has a lot of supports built into it and all those pieces working together are extremely important. We find people have success on the job also because they have a much better chance for doing well because the jobs are part-time and because there is staff on the job. This is the accommodation that is built right into the program. In brief, we provide the necessary accommodation that must be given to people if they are to effectively participate in the community.

In closing my remarks, I would just like to say that as members take advantage of the opportunities, a sense of ownership and a feeling of commitment develops. Member empowerment is what the model is about—opportunities to internalize it and express it. One member said to me a little while ago when he was going to work and after he had been involved in the clubhouse for several months, "It felt as if my mind started

up again like a car engine on a cold winter's day." We think this is success.

Mr. Chairman: I will just explain to members and guests. The minister has had to go upstairs to speak on Bill 7 amendments to the Human Rights Code on mental health, which are just coming up at this instant. How long is the film we are about to see?

Ms. Singer: The film is 30 minutes. I do not know whether you want to see a few minutes or how your time is running.

Mr. Chairman: Let me ask the members.

Mr. Reville: I need to go up to the House on Bill 7. It is up to other people.

Mr. Chairman: The critics were discussing at the outset the time we have. We have two other items that are on today's agenda, Boundless Adventures Recreation and Supportive Housing. There will be a vote at 5:45 p.m. I do not think we have time for a full 30 minutes of the film.

Mr. Reville: It is very worth while going to Progress Place. For one thing, when you come in the door there is a board that says, "Welcome," with your name under it. It would say, "Welcome, Richard Johnston." It would make you feel so good, you would stay all day.

Mr. Chairman: I wish we had that in our clubhouse here.

Mr. Reville: Yes.

Ms. Singer: They serve good food too.

Mr. Reville: They have good food.

Mr. Chairman: Why do we not handle some questions, Ms. Singer, and see if there may not be another time that we can handle the screening. Is that basically the consensus I am achieving?

Can you tell me how many staff you have? I was not clear on that point from what you were saying.

Ms. Singer: All together there are 17 staff, covering, including the 24-hour residence, the clubhouse, the work component and all our supportive housing components.

Mr. Chairman: How does it break down?

Ms. Singer: There are four staff involved in the clubhouse. There are four housing staff. There are three people allocated to the transitional employment and there are six people staffing the 24-hour residence.

Mr. Chairman: What is your budget?

Ms. Singer: Our total budget for all our programs, including our 24-hour residence, which is probably the most expensive program, is \$650,000, or in that ball park.

Mr. Chairman: You have an active daily membership of about 80, I believe; what is your total membership?

Ms. Singer: Eight-five a day; but after the membership, actually there are 250 people who come every week.

Mr. Chairman: Thank you. Do you have a question, Mr. Reville?

Mr. Reville: I just want to say I think Progress Place does a wonderful job, which immediately makes me wonder why we are not doing this all over the place.

Interjection: I was wondering too.

Mr. Reville: Why is that, Brenda?

Ms. Singer: One of the interesting things is that we have the privilege now of training people. We are modelled after a program in New York called Fountain House. There are now 300 Fountain Houses all over the United States. We are in the unique position of being the only clubhouse in Ontario. We are training staff from other social recreational programs to turn their social recreational programs into a clubhouse.

Mr. Chairman: My question to the ministry is, what are the plans for the evolution of other clubhouses?

Mr. Corder: We are very interested in the clubhouse model. As you know, we have tried many models in the delivery of community mental health services. To show you how much confidence I have in what Brenda does, I have invited her to try to see what she can do for us in Parkdale. We are very interested in that model.

Mr. Chairman: You were friends, were you?

Mr. Reville: Say no.

Interjection.

Ms. Singer: Six people have come from five programs in Ontario for a three-week training session. There are people from another five programs coming to be trained in March. We hope by the end of the fiscal year we could have eight or nine other clubhouses in Ontario as a result of people spending time.

We do hundreds of tours. About 20 people come through the clubhouse every day, all kinds of people—interested people in the community and staff from other centres wanting to see what we do. It is quite a thrill for members to provide this. It is one of the functions of the clubhouse that the clerical unit provides the tours.

Mr. Reville: One of the obvious conclusions is that the ministry is going to have to get into the community development business and go out into the community and say: "Hey, folks, you are

interested in doing this. Let us sit down together and figure out how to do it." Until the ministry gets proactive, it is not going to happen. I invite some kind of response from the ministry on this.

Mr. Corder: I agree the ministry has to be proactive. I suppose the best example I could give you—and it may be proactive after some sort of prodding—is the Parkdale situation. The ministry chaired the groups that tried to come up with solutions to present to the community for these problems. We have to assist in the marketing of the group home ideas. The ministry should not take a back seat. It has been proactive. Many of the housing programs and community support programs in Toronto indicate we have been doing that, but there is never enough when it comes to these community support programs.

Mr. D. S. Cooke: If there is a group in a community, let us say outside Toronto, how would anyone in the community know? I have had some of them contact me. Who do you refer them to? There is no one who they would go to in the ministry as a program development officer in the community or a community development officer. Instead, they are told: "First of all, you have to put your proposal together. You have to go to the district health council and then you have to go to the Ontario Housing Corp. You have to go to these people;" and they say, "To heck with it." "

Mr. Corder: Probably there have been some community groups turned off, but the response to the request for programs at the community level is very significant.

Mr. D. S. Cooke: Is there not a need for people in the field who can actually help people who have the best of intentions and have some of the ideas but do not have the experience of putting proposals together, developing them and working through the bureaucracy?

Mr. Corder: Program development officers are available for people who understand how to reach them, and I get your question. The other mechanism we use is the Canadian Mental Health Association, Ontario division, which has a network right across the province. We keep in close touch with them. They operate many of our community-based programs. They tend to be a very good resource in communities across the province. When it is made known to us that a group wants to do something, we try to get the resources to them to help with it.

Mr. Andrewes: When you conceived the idea of the clubhouse, was that the initiation of Progress Place?

Ms. Singer: Yes.

Mr. Andrewes: Do you think the concept helped to develop your credibility in the community?

Ms. Singer: Yes, because it is very empowering, it is a partnership; that is the message we were getting from actually talking with the members, and a lot of this was member-initiated. Some of us have been to Fountain House and we saw a Fountain House film not unlike the Progress Place film that you might have the opportunity of seeing one day. The Fountain House film was very inspiring. We had the members of the then social recreation program saying: "We want a program in Ontario. Can we not turn our program into this type of program. We think it is terrific." It came up from the grass roots. We did not feel it was fair. We did not want to lay on a program where some professional gets an idea this is a real nifty idea and then says, "We are going to take this program and turn it into a social recreation program."

17:10

We began to experiment with the model. Two days a week we ran clubhouse activities and three days a week social recreation activities. The results were the attendance shot up on the two days a week and people did not want to come the three other days. Then we said, "Okay, we have to move into a location where we can go clubhouse five days a week." Clubhouses is what the members say they want. They come to the clubhouse whether it is to be editor of our newsletter, the Pipeline, or whether it is to make sandwiches in the clubhouse cafe unit. The members produce about 80 meals a day, for lunch. All the meals, all the cleaning, all the statistics are done by members.

It is not a very heavily staffed program. The members have a lot of opportunity to feel very good about what they are doing because they have a chance to run it. Staff plays a very important role. It is not a totally member-run program. It is more of a partnership and in an energizing way, rather than, "This is what you are going to do today."

Mr. Andrewes: The concept developed around the social activity.

Ms. Singer: Yes.

Mr. Andrewes: From the standpoint of employment opportunities and vocational training, is it fair to describe it as useful work? I do not want to put a face on it that you may misinterpret. Is it more than simply the kind of thing that

begins and ends and one might say it would not matter if it got done today or tomorrow?

Ms. Singer: No. It is highly significant in terms of how people feel about the fact they are contributing members of society. The fact is that some of our people are working at Canadian Tire doing pricing. There have been several newspaper articles written—I did not bring them today—about how innovative this program is. You are taking people who have been termed as unemployable and they are feeling terrific about themselves because they are out earning. Canadian Tire is paying them wages. This is not a subsidized program because their work is felt to be of value.

I have been listening to the news on CBC when I come home at night. I hear that apparently restaurant businesses and the fast-food industry are really suffering. There is a big shortage, for part-time work, of people who will do entry-level positions. Here there is a captive audience of people who just want to feel good about themselves and have value in the community as a working, contributing member. This experience does that.

Some of our members go on to full-time competitive employment. What you are missing today, which I cannot provide, is hearing the members speak for themselves. This is not prompted, not edited. This is straight from the gut. "This is how I feel about the fact that I am working."

Mike Butler from Canadian Tire is on there saying, "Here you have people who are willing to work." That is a direct quotation. "In today's society, that is a big deal." Apparently, it is.

Mr. Chairman: I was thinking about the tape and it is on a cassette. Is it available to members?

Ms. Singer: I am prepared to leave it here on loan for a couple of weeks and I hope you will take the pleasure of looking at it. I am very proud of it.

Mr. Chairman: Another thing comes out of what Mr. Cooke and Mr. Reville were saying. These are both suggestions for the deputy. I am just the conduit here, but I think it is a great idea. If there is a problem in terms of groups knowing how to access the system and knowing what options there are to look at, this kind of tape being made available to other groups is useful.

Ms. Singer: Actually, we have the tape. The tape has been going around. The tape is available at Progress Place and we send it out. It was in Prince Edward Island last week. It is going everywhere. There is a lot of interest. We are the

only clubhouse in Canada. In the United States, there are 300 clubhouses. This is an idea that really has not seen its time. I hope we are going to put Ontario on the map by being the first province that really takes this idea and does something with it.

Mr. D. S. Cooke: I wonder about the board of directors, whether there is client representation on the board of directors or who controls the board.

Ms. Singer: It is a nonprofit charitable corporation. The board of directors is, by and large, a business board. That is done consciously and purposefully, because it is a nonprofit board, and it is the intention of the Progress Place board, as it is of the board of Fountain House in New York City, to raise funds. The board, for example, decides that it wants to buy a clubhouse. The board feels it is really important to do fund-raising in the community to put Progress Place on the map, but that does not happen overnight. The mandate of the board is such that it is felt that it is a business board.

Mr. D.S. Cooke: Would it not be logical, based on the philosophy that at some point client representation would come?

Ms. Singer: In terms of how Progress Place works, there are membership meetings every noon hour and members are involved in an advisory capacity throughout. I am involved with the members. There are meetings every lunch hour and they are very member-involved and empowering experiences. The interest of the board of directors is fund-raising. It is not program. On the program level and input for programs, the members are extremely involved.

Mr. D. S. Cooke: The whole concept seems great, but I am not sure how you can talk about members and empowerment if members cannot—

Ms. Singer: I can only tell you that one of the other places that I urge you to visit is Fountain House. If, over the Christmas holidays, you are in New York, go to 425 West 47th Street and you will see a clubhouse there with 350 to 400 people every day. That building and that clubhouse are there because on the board you have Macy's and Gimbel's and those people who—

Mr. Chairman: If I might just interrupt, I do not think Mr. Cooke is suggesting they should not be on it. What he is suggesting is if you have a philosophy of empowerment, is there not a place on the board for clients?

Ms. Singer: It is through the substructure under the board that it gets—

Mr. Chairman: That is a separate issue. The accountability for the money is through the board. It is not just fund-raising. The program and everything are their responsibility. I think Mr. Cooke and I are both suggesting that if you believe in the principal of empowerment, which we do, then a place on the board is also important.

Mr. G. I. Miller: Is this program being funded through the Ministry of Health?

Ms. Singer: Yes.

Mr. G. I. Miller: In co-operation with the Ministry of Community and Social Services?

Ms. Singer: No.

Mr. G. I. Miller: Strictly through the Ministry of Health?

Ms. Singer: Yes.

Mr. G. I. Miller: How many houses are there in the province now?

Ms. Singer: We have 38 spaces in apartments in and around the community and one group home that houses 10 people.

Mr. G. I. Miller: Where is that?

Ms. Singer: In North York.

Mr. G. I. Miller: This is the thing that confused me, and I asked the question about the Futures program. We have Union House in Simcoe and it is under the Children's Mental Health Services of Haldimand-Norfolk. They were funded for two years, starting in April 1985 and running to March 1987. It was sponsored by the Ministry of Community and Social Services, but it is run under mental health, which is under this ministry.

Mr. Chairman: It is now separate. Since 1977 all 16-year-olds and under are the responsibility of the Ministry of Community and Social Services.

17:20

Mr. G. I. Miller: I think these are older than that. I think they are from 16 years on or maybe 18 years. I thought there was a limit of 18 years. I could be wrong.

I want to continue for a moment. We have good people operating it, and they seem to be going quite well. The question mark is that funding has not been committed beyond March 31, 1987.

Mr. Corder: I would not know the answer to that. I would have to speak to the Ministry of Community and Social Services, because it funds that facility.

Mr. Chairman: Even under the new Child and Family Services Act, it would be unusual for them to have responsibility for anybody over 16 under mental health, but Mr. Corder will investigate it for you.

Mr. G. I. Miller: Thank you.

Mr. Chairman: I have to suggest that we move on if we are going to try to accomplish the impossible. Thank you very much, Ms. Singer, for your attendance.

Who is next, Mr. Corder?

Mr. Corder: We will look at Boundless Adventures, another type of community mental health program. I will let Linda give you some background on it.

Ms. Tennant: Boundless Adventures is funded under an agency, Central Toronto Youth Services. We provide funding for only one of the many programs it offers. The program director is Steve Gottlieb. With him today is Grant Lowery, who is the executive director of Central Toronto Youth Services.

Mr. Chairman: He was here, but he has gone.

Ms. Tennant: He left. Steve is going to give the presentation. It is something different from what we normally do in community mental health and I think you will enjoy it.

Mr. Gottlieb: I would like to introduce Barbara Burfoot. She is a co-director of the program we call leader-in-training, which we will get into in more detail.

Mr. Chairman: Could we have you sitting down with a mike or have one on your jacket? Otherwise, we are not going to have you recorded.

Mr. Gottlieb: Barbara is handing out a newsletter. If you turn to the second last page, you will get an idea of what populations we service.

Mr. Chairman: Can somebody help technically and turn this on? Here we go. That is better. Steve, can we do a voice check to make sure we have you?

Mr. Gottlieb: The paperwork has a good function, does it not?

Mr. Chairman: We have finally found a role for government documents.

Mr. Gottlieb: Thank you for this opportunity to speak about Boundless Adventures. It is a very novel concept. We have been established since 1982. Right now, we are in the process of establishing new parameters on how far we can go with intervention in our clients' lives.

We work with three populations. In 1982, we started working with troubled young people. In 1985, we started working with the developmentally handicapped and we started working with ex-psychiatric patients. The first year we had our contract with the Ministry of Health was 1985.

Traditionally, we have been offering five-day whitewater canoeing programs and we present the programs to the administrators of the agencies with which we work and the clients themselves as a nontreatment program. However, the program has a lot of short-term impact. If I were to take all you guys tomorrow to go whitewater canoeing in the Ottawa River Valley, it would provoke some anxiety. People who live in social isolation, with the severity that schizophrenics have, have a greater difficulty doing a program such as whitewater canoeing. This is no half-hour excursion to the Boyd Conservation Area 20 miles from Toronto. We take them overnight for five days' whitewater canoeing in the middle of the Ottawa River Valley and they are alone with us. I can talk a little bit more about the way in which our staffing structure is set up.

I thought we would begin by taking a look at the slides and we can introduce the program as it goes. This trip I am about to show you happened in August, last summer. It was with Houselink Community Homes. We are ready to go.

This is the trip. I will introduce you to some of my staff. On our staff we have psychiatric nurses, university students and juvenile delinquents, as well as ex-psychiatric patients. The latter two populations on our staff are enrolled in a program called the leader-in-training program. I will talk more about that in a minute.

This is Chris, who is our trip leader. There is Sue, a former nurse from the Whitby Psychiatric Hospital; she left her job there and decided to work with us, which is quite a transition work experience. There is Barbara, who is about to fall into the water.

This person's name is Lawrence. He is a juvenile whom we met in 1984 with the Regent Park Teen Centre, which has since been dissolved. He has developed in our program for a number of years. This summer we are certifying him as a whitewater canoeing instructor. His presence in the program is not token in the sense that we are hiring our clients for the sake of appearing good. He can hold a group with his words. He has very tangible whitewater skills and he is our prize LIT and serves as a model for the other LITs.

Here are two other LITs. One comes from the Dellcrest Children's Centre and the other from

Clifton House For Boys. At this stage, the guy with the blond hair—his name is Smurf—was expelled from Clifton House and no other social service agency would touch him, so he is with us now. We were able to give him a job—a job that he perceived to be very colourful. With the money he has earned, he is establishing an independent lifestyle.

We are in day one of the trip. You can see Lawrence teaching our clients how to set up tents. This is all on the Madawaska River. That is what the tents look like when they are set up.

Before we teach our clients to go whitewater canoeing, we have to teach them to be comfortable in the water because they will be dumping in the rapids for the next five days. Swimming in whitewater can be an anxious experience, to say the least, so we want to get them attuned to that environment right away. We are teaching them how to swim in whitewater and to get their feet first lest they hit their heads against the rock; it is better to hit your feet against the rocks. This is a client taking a proverbial plunge. This happens within 45 minutes of arrival at the river. It is quite a radical transition from their lifestyles in the city.

As you can see, we have the juvenile LITs looking on in their rescue canoes. He have our nurse giving a lot of verbal reinforcement to swimming in the whitewater.

On day two, we train. We go through small sets of rapids, back and forth, to dispel their fears and to have them acquire some skills necessary to negotiate the remaining three days of the excursion.

There is Sue, our nurse, doing some demos.

17:30

The fact that you have teenagers, schizophrenics, mental health professionals and university students all together on a trip has a profound effect on "normalization."

We do not bother our clients with the technical words, but the effect is something akin to a family situation, where you have mental health professionals as the so-called "parents," university students as the "brothers" and "sisters" and the leaders-in-training as the "children," and there is no formal distinction on the trip.

At the beginning of the trip, we do not say to them, "We are not going to distinguish you from one another according to the disadvantages you have." We treat them with respect. We hire them.

There is more training. This is all up close to Barry's Bay. I do not know if any of you are familiar with that area. As you can see, there is

lots of tipping and lots of rescue boats waiting to pick them up. It is amazing how many clients actually get in there. When they first view the whitewater, it is quite a jolting experience.

Because of our staffing ratios for trips—with ex-psychiatric patients we have seven staff for every nine clients, for developmentally delayed patients we have eight staff for eight clients, and for the juveniles six staff for 10 clients—because of those numbers, we can allocate staff resources to focus on the group and the group activity and at the same time we can intervene one to one when necessary. Believe me, it is necessary all the time.

Here is more playing. They are learning strokes called the braces. We are asking them to put all their weight on their paddles, lean out and take a drink of water. The reason is this stroke gives stability in the whitewater. It is a fun exercise.

This is how to empty your canoe of water. It weighs a ton when it is full of water, so it is a good skill to know.

Lots of other private people come up to this site. As you can see, there is a kayak in the back. He is not with our group. However, there is lots of informal interaction. All of us know each other. This is what it is all about.

This is day three. We are negotiating the Snake Rapids of the Madawaska River and there is Chris, our trip leader, in the back of a canoe. He has a client in the bow or the front of his canoe. Here are people watching from shore.

People suffering from schizophrenia are on various forms of medication. One, for example, is called chlorpromazine. Some of our clients are on 300 to 900 milligrams of chlorpromazine a day. If any of you were to take 50 milligrams of chlorpromazine it would render you entirely immobile for a whole day.

These people are taking this quantity of medication every day of their lives. They smoke a lot of cigarettes, they drink a lot of tea and coffee, they do not do very much and, all of a sudden, whammo: they are out in this environment and it has a really jolting effect. It almost puts them in a heightened level of social awareness and individual awareness. It is like taking a natural drug.

There is very little prep time. We get together with the groups twice before the trips leave, first to assess the clients along with the agency staff—we do have one agency staff accompany us. We do not ask for any previous information on the clients' histories. That information comes

with us in the form of the staff member participating.

We do not feel we need the information unless some special crisis has occurred. Up to this point no special crisis has occurred but it is good to have that agency staff member there, should it happen. Please feel free to ask questions as we go along with the slides.

There is Smurf in the stern, negotiating the Snake Rapids. You could do a great graduate thesis on "normalization" with this picture. The issue is very simple and we do not make any bones about it to the people who fund us and to the clients themselves. However, this simple concept is not developed to a large degree by other community mental health centres. Progress Place has been quite a model in this sense. Why can members not have a say in what is going on? These limits have not been tested.

When we first introduced the program, taking ex-psychiatric patients whitewater canoeing was perceived with a lot of scepticism. "How could you do this? It is too dangerous." That scepticism was dispelled when people came back in one piece. The limit simply had not been tested yet and we are testing it.

Before we negotiate each set of rapids, we all scout the rapids from shore and assess the route through. We formally present this experience as an experience in strategic mastery. We like to get them thinking about strategy as they go down a river. We relate it to their experiences in the city and we relate it intensely to their experiences in the city with the LIT program because we want them to develop a strategic perspective on how to better their lives. The focus of the LIT program, which is operating now, is to enhance their employability in the competitive work force next fall when they complete our eight-month program. Getting a job at Canadian Tire, for example, in comparison to working eight five-day trips in the summer whitewater canoeing, will be a coming down experience.

The person in the back of that canoe is named David. He is an LIT now. Two clients together in a canoe is a very special thing. Mathematically, there has to be one canoe per trip that has two clients in it. We put the higher functioning and more physically capable clients in that canoe. None of the clients is ever obliged to shoot whitewater. It is quite easy to walk around it and often that occurs.

This is day four. We spend a full day on the campsite in the middle of nowhere. Often we run first-aid awareness programs and wilderness awareness programs and all kinds of group

initiative games. We talk about Plato's Republic—anything.

This is breakfast. There was a lot of rain last summer. That tarp is a godsend in the rain. The white buckets are where we store our food. On day four we also had a massage therapy program. You could again ascribe a lot of significant labels to this: we are encouraging interaction between staff and client; it is normalization and the touching component. But people have sore muscles, so we like to encourage massage therapy.

With these people, schizophrenia is a disease of severe social isolation and to have this happen in four days, where they are massaging each other, is a profound thing. Of course, it can be profound because they are in such a radical environment in the first place and we have wonderful staff. I do not mean to be touchy-feely when I say that, but we have to hire staff not only with the technical skills but with sound people skills. We do not require degrees other than of the nurses. We require people who can look you in the eye and understand what is happening.

Getting firewood, day four. Sleeping out in the morning. All these pictures were taken by a client from Toronto General Hospital. We brought him back. He was an excellent photographer.

They cook their own food. We have a chef to co-ordinate the whole thing. I thought I would throw in a couple of juveniles. The Ministry of Community and Social Services funds our juvenile trips. This is with Kennedy House—a different team of staff. This one is a tough kid.

17:40

This is with the Huronia Regional Centre in Orillia for developmentally delayed adults. They do not know about the danger. We have to assess the danger for them. It is very easy to lead a group of those people. They cannot learn the skills as well as other groups, but they can certainly appreciate the emotion. They end up teaching us more than we teach them. They are about to go over.

On day one, at night, we play a lot of group initiative games. This is a game that helps them think in a strategic perspective on how to overcome an obstacle. This helps to establish a mindset for the next five days.

There is the boundless chef dispensing all her food. We do not have to eat the freeze-dried stuff. We are out there for five days, which means we can take all fresh vegetables and meat and they can last.

Some rapids are so large that we ask our clients to take the packs out of the canoes, since in all

likelihood they will tip. It is unbelievable, but I led seven trips last summer and about 70 per cent of the clients volunteered to shoot these rapids.

Mr. Chairman: Do you consider the 30 per cent who decide not to do it your major successes?

Mr. Gottlieb: In their own right.

I remember one woman from Progress Place who was on a trip. We went out on a canoeing date on day four. It was the time for her to get her 15 minutes in alone with the trip leader. She pulled up her sleeves and she had 12 scars on each hand. Apparently she slashes herself regularly. She was about 200 pounds overweight. She was one of the 30 per cent who do not shoot the rapids and we do not push her too hard. Her adventure was relating to others in such an intimate environment.

If all of us were to go out for the next five days, we do not know each other and there would be some level of discomfort. With these people, it is only intensified. The fact that she could go out and have a canoe date with a man, a trip leader, for 15 minutes and come back to a bunch of people who were all anxious to massage her and be massaged by her is a tremendous thing. It should not be underestimated.

The kid in the back is Dennis. He has been with us for four years. He has been with us longer than any other staff member. He is a staff member now. He has a welding job at \$8 an hour. He was in jail all last winter. He is a chronic car thief. He will steal a car and drive through a red light in front of a police officer. He has been a recipient of the social service system since he was three years old.

He has no life skills whatsoever, which indicates the reasons he wants the system to take care of him. All the group homes have thrown him out. Nobody wants to deal with him any more. The only system that is left to take care of him is jail. This is my belief as to why he steals cars and drives in front of cops with them.

We got him out of jail through a lot of creative negotiation with his lawyer and the judge. We assured them he would be with us for four months. At the end of the summer he had \$1,500 in his bank account. We lined him up, via the Futures program, with an employer who teaches welding. Dennis is a native Indian and he likes to work with his hands. He is a very creative person.

His employer agreed to pay \$4 an hour on top of the \$4 an hour that Futures pays, so he is making \$8 an hour. He has just moved into his first place and is living independently for the first

time in his life. He needs a lot of intervention from Barbara and some other people in the LIT program because he is still in that program, but he is working out. We will see how far he can go if we can break a 20-year behavioural pattern.

That is about it for the slides.

Barbara is going to talk a little and read a passage about our LIT program. It has been perceived as a very innovative concept whereby you actually hire the clients you are working with. To the degree that we have a lot of support from the philanthropic community to research and document it, we are going to establish what gains are made this year. In the following years, we are going to apply a statistical design to measure its benefits.

Just to give you a quick story on what this LIT program is all about, we hire a cognitive and memory skills instructor. He is essentially the person who teaches them to teach.

We do not tell them this is a program that will overtly help their self-esteem, although that is one of its primary objectives. We tell them, "We want to teach you to teach and at the end of the training program, you will get a job." The emphasis is not on overt personal human development. We do not say: "We will teach you to be better people. We will teach you to get out of the mindset of your chronic illness." We focus more on the task at hand. So far it has worked.

The way it works, each of them has to lead a one-day seminar on a favourite hobby. We had our first seminar on Sunday when we went betting on the horses at Greenwood. One of our clients, Bill, from the Toronto Hospital, shows up on trips with wads of money in his pocket. This is quite unusual for an ex-psychiatric patient. We ask, "Bill, how do you get these wads of money in your pocket?" He says he goes to the races to bet. We encouraged him, for his one-day seminar, to take us to the races.

We got out there and he taught us how to read the forms and play the odds. He brought his calculator with him. He addressed the group while mikes and speakers were going simultaneously. He did a great job. We actually ended up breaking even, which was a tremendous accomplishment.

Barbara is a co-director of this program. She will read you a passage from something one of the clients wrote about the LIT program. We asked them to write an essay on what they perceive as their objectives for this year.

Mr. Chairman: Before you start, I will warn you that you may be interrupted by bells while you do it.

Ms. Burfoot: This fellow's name is Bill as well. For his one-day seminar, he has chosen to research astronomy and teach us how to star-gaze next summer.

As part of the research program to assess development over the years, Joel, the guy doing memory skills and cognitive research with them, has asked them to answer two questions in paragraph form. I will read you what Bill, one of our LITs, says. He was a very shy, nervous person at the beginning. He was always covering up his face when he was talking. This is what he says are his goals for the year.

The first question is, "What do you expect to have gained from the LIT program by September 1987?" The answer is: "I expect to have grown as a person and contributed to the welfare of other people. I hope to be a much better whitewater canoeist and be able to relate better to individuals and groups. I hope to be able to teach effectively. I would especially like to re-establish credibility and in doing so find work in the fall. I would also like to have saved enough money to buy a compact disc player."

The second question is, "What obstacles relating to balance do you foresee as needing to be overcome by you between now and 1987?" This is the biggie for them. The answer is: "I think it will be necessary to improve my attitude towards other people. I must overcome my shyness and 'introvertedness.' I must develop the skills necessary to overcome the obstacles imposed by the river. I must develop the stamina and physical strength necessary to work the required eight trips in the summer. I must develop the patience and understanding to work with others. Finally, it is necessary that I learn enough about the universe to present an interesting and informative talk in May 1987."

This is one of the eight—almost 10—LITs we have in our program.

Mr. Gottlieb: Boundless Adventures is now moving quite rapidly. We have presented a series of pilot proposals to the Ministry of Health and the Ministry of Community and Social Services to run a pilot winter program. We will teach them to survive in the winter and build ice huts akin to igloos. We will take them cross-country skiing and snowshoeing. We are implementing those programs now.

17:50

Both ministries have allocated sufficient funds for us to lease a beautiful, 600-acre facility up north. We are moving in that direction right now. Our first trip leaves in a month. It is unusual in the winter-time to be getting in the van that we

are so used to in the summer, but we are moving in that direction.

Mr. D. S. Cooke: I would want to visit.

Mr. Chairman: I was thinking we could select individual members from the committee to send on this. Some of us will go to Progress Place and others will go whitewater canoeing this winter—no, cross-country skiing this winter.

Mr. Gottlieb: This is a very pivotal point, especially this LIT program. For the first time in four years, we can say we are more than a program that has short-term impact. We have more; we can do more. We are very excited about it.

Psychiatrists and prominent people in the industry are watching this program very closely. We have an excellent set of advisers. We have an advisory committee that is watching it very closely. Fortunately, we will be able to document this properly for them. I hope we will be able to outline what gains are established. The program has really gone this far and we are anxious to see how it goes, especially with the nontreatment mandate.

We do not want to lose the magic we have. We do not want to say to our clients, "Let us be better people." In the summer, we take them whitewater canoeing. The program is goal-oriented. It focuses on the outside, not the inside. We do not want to lose that magic. There is a danger of losing that magic when you enter a long-term program. I was busting my brains for years about what kind of long-term program I could establish that would really help these people without violating our nontreatment mandate and it was right under my nose the whole time: just hire them and train them properly, give them a little special attention and have the appropriate staff to be able to implement such a thing and take care of any special problems relating to their medication.

Mr. G. I. Miller: Has it been operating for just one year?

Mr. Gottlieb: The LIT program has been operating for juveniles for three years. We would hire them in the summer. The full-year program has operated for just a month now, so we have yet to see what happens. We are quite optimistic though.

Mr. Chairman: Thank you both very much for sharing your program with us. We appreciate it.

I presumed we would be getting a bell and Ms. Polak would not be able to give her presentation with time left for members to ask questions, so she has agreed to come back and be first on Thursday.

The committee adjourned at 5:53 p.m.

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Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Ministry of Health

Second Session, 33rd Parliament

Thursday, December 11, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, December 11, 1986

The committee met at 3:33 p.m. in committee room 1.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3101, ministry administration program; item 1, main office:

Mr. Chairman: I welcome Mr. Ward and members of the public to the estimates of the Ministry of Health. You will recall that we were especially concentrating on the area of mental health policy in the province. Unfortunately, we ran a little behind schedule on Tuesday and were not able to hear from Mary Ellen Polak, acting executive director of the mental health program placement service at the Supportive Housing Coalition of Metropolitan Toronto. Mr. Corder, is that what is up next?

Mr. Corder: Yes, the assistant director of the community mental health programs gave you a brief overview of the housing initiatives. Mary Ellen Polak is going to talk about the specifics of the initiatives in Metro Toronto.

Mr. Chairman: Please come forward. I do not think we expected we would ever be sitting at opposite ends of the table like this. We worked together on mental health programs in Durham many years ago. It is nice to see you. I thank you for coming back since we ran out of time before. It is very kind of you. Proceed in any way you would like.

Ms. Polak: I would like to comment first that I do not have a real estate agent chained around my wrist. I left him outside to look at this house to see whether it might be suitable.

I know a number of you would like to know a bit about the new project we are developing, Habitat services. Before I do that, I want to talk about the Supportive Housing Coalition of Metropolitan Toronto a little, because Habitat services developed out of the entire thrust of the supportive housing coalition.

When a number of mental health workers tried to develop some means of providing more supportive housing for psychiatrically disabled clients five or six years ago, a conscious decision was made that we would not go the boarding house route found in a number of other municipalities. It was felt that was a form of warehousing.

We had to get a number of group homes on stream before we could do anything about the boarding house situation.

At that time, we developed a plan with four levels of care based on the intensity of the supervision, whether it was 24 hours, daily or weekly. Our assumption was that the skills necessary for community living are best taught in small units in the community where they can be integrated with the general community. We thought many people were lacking life skills such as how to cook or clean, take personal care of themselves and relate to people.

At that time, there were only 123 beds in Metropolitan Toronto. With funding from the Ministry of Health, the supportive housing coalition developed another 103 up to December 1, 1986, with 20 more coming under the mayor's action task force and another 120 being in the process of development. Most of the properties have been bought using Ministry of Housing money and the support funds have come from the Ministry of Health.

Once we got some of these on stream, I do not think it was a surprise to everyone, but it certainly was to some, that everything was not suddenly wonderful. There were still waiting lists. The boarding houses were still filled and there were certain problems that had to be worked out with the group homes themselves in terms of acceptance of various people. There has been a lot of criticism about people being excluded from the present group homes. In the supportive housing coalition, we have been very conscious of working with neighbours and doing good community relations. This means we cannot house certain individuals in residential areas and still keep faith with the neighbours. Clearly, most of these are in the boarding homes.

I see the people in the boarding homes as being in roughly three categories. There are those who have to be discharged. They do not need active medical or psychiatric treatment any longer. They may be perfectly suited for a group home, but there are very long waiting lists, and at present, if they are put into the boarding houses, their skills deteriorate pretty rapidly.

There are individuals who by nature of their mental illness do not do well if they are put into group homes. They have an inability to tolerate

intimacy and co-operative behaviour. Often, that is a part of the illness. These people have often landed in boarding houses too.

Then there is another group. These are individuals who cannot be placed because of behavioural problems residential neighbourhoods might not be able to tolerate. There are difficult ones with dual diagnoses who may be both mentally retarded and mentally ill. You might as well call it "dual diagnosis" if a person has been in the corrections system and is also mentally ill and does not fit neatly in either. There is also the group of individuals who simply cannot tolerate the structured environment of the group homes and choose to leave, even though every therapist in the world might say that is the best place. Under their human rights, those people have the choice.

15:40

We still ended up with a large number of beds in commercial boarding houses because we have only one nonprofit in Toronto at this time. People are living in pretty squalid surroundings. Most of us have read in newspapers and heard of the kinds of situations they are found in; I do not think we have to go through that. Because of this, after getting a number of the group homes on stream, a group in the supportive housing coalition felt we now could put in a proposal for a parallel improvement of the boarding homes. I want to stress there has to be both; you cannot have boarding houses without having the option of moving people into a more rehabilitative environment.

The supportive housing coalition began trying to work this out. The municipality of Metropolitan Toronto had a major change in focus at this stage. Previously, it had never wished to accept any financial responsibility for housing discharged patients living in Metro. There was some change and we began working very heavily with the Ministry of Health, the Ministry of Community and Social Services, the Ministry of Housing a little later, and finally the city of Toronto to develop what we now term Habitat services.

I would like to run quickly through what we hope this is going to be. My agency is called the mental health program placement service and Habitat services is one of the programs under it. The program placement service is the incorporated body.

We enter into contractual agreements with operators who must agree to meet physical standards for the home and personal care requirements for the residents. They must agree to accept 80 per cent of the referrals we send to

them, to comply with federal, provincial and municipal laws and to permit access for monitoring the services and the records. In return, we agree to pay the operator up to \$13 a day per resident on a phased basis as the services are increased. We are going to select the operators according to defined criteria; we have that pretty well worked out now. There is only a limited number of beds in the first year, just 100 beds, but we are hoping that by the end of the fifth year this figure will expand to 950 beds. We hope to make agreements with both private and nonprofit operators.

Habitat services is going to try to work co-operatively with potential operators to assist them in proving their eligibility for funding. Bluntly, there are not that many really good ones at the moment. We are going to have to work with some of them to bring them up. We are going to try to provide quality care. By that I do not want anyone to misunderstand that we think this is a panacea. We know it is not, but we do not think people should have to live in the kind of environment they do at present. I have already mentioned the physical standards, which are based on those the city of Toronto developed for the contract aftercare program. One of the major physical care standards is a reduction in overcrowding. Others are improvements in staffing, housekeeping and food.

A crucial element is programming by community mental health agencies for the support of the residents. These are agencies that at present are funded by the Ministry of Health under the community mental health program. They are social and recreational programs and programs for assistance in gaining life skills. These are necessary if anyone is to be rehabilitated or even be able to maintain himself in the community.

The last thing we are going to do is take the responsibility for the referral of clients. We have very deliberately tried to keep the criteria for eligibility down to three very simple things. They must be psychiatrically disabled. That is as broad a definition as we could find. That means we can take some of the personality disorders and so on that are often left out. They have to be on social assistance and they must voluntarily agree to live in our houses.

We are going to take referrals for vacancies from a very limited number of sources initially. We will try to fill any vacancies that occur as quickly as possible and match the clients with the types of houses, because each house has a different atmosphere and environment.

The funding mechanism is quite complicated. At the moment, operators are getting about \$12 a day from family benefits allowance payments for room and board. We will raise it by \$5, to a total of \$17, if they meet our phase 1 standards; it will go up another \$5 for phase 2 and another \$3, to a total of \$25 that can go to the operators.

It is a bit cumbersome but we wanted to be very sure we were really going to get people who complied. If they do not comply, there is not a great deal of money—that is, we will not be in a position where we have to withdraw the whole \$13; we will phase them in as they show compliance. We have also worked out that residents on general welfare will not be penalized under this because there will be deeper subsidy for them. Each resident will get \$77 personal allowance if he is under family benefits and \$50 if he is on general welfare assistance. That is inadequate but we will have to work it out another time.

Essentially, we are hoping for 100 beds this first year and 950 beds in five years. It is for psychiatrically disabled adults in Metropolitan Toronto and their stays are indefinite.

I want to end by telling you where all the funding comes from, because this is quite a crucial matter.

The mental health division of the Ministry of Health is subsidizing the administration of this for our agency. It is also providing all the support service moneys for the social, recreation and life skills programs. The Ministry of Community and Social Services and Metro are cost-sharing, on the usual 80-20 basis, the subsidy of up to \$13 that will be needed to give operators the extra amount to provide better food and cleaner surroundings. The Ministry of Health, through the support of the Supportive Housing Coalition of Metropolitan Toronto, is allocating nonprofit beds for 1988, which we will be bringing on so that we—

Mr. Chairman: You said Ministry of Health.

Ms. Polak: I am sorry; it is the Ministry of Housing through the supportive housing coalition. It will be giving these allocations so that we can find nonprofit operators. The whole crux of this is to develop the sector so we can close down the terrible ones. We have no intention whatsoever of contracting with the rotten ones and we know who they are.

The whole process by which we were able to bring so many people together involved—I think I counted 86 separate people this summer. We had a number of consumers and all the funding agencies. I also would like to give credit for the

tremendous amount of support we had from the operations staff of the Ministry of Health, the Ministry of Consumer and Commercial Relations and Ministry of Housing, as well as a great deal of help from the authorities at the municipal and Toronto levels. I can say quite honestly that I do not remember, in the years I have been in community development, ever having been involved where there were as many people genuinely trying to make something work.

At this point, perhaps you would like to ask questions.

15:50

Mr. Chairman: I have one point of information before we go to Mr. Reville, who is on the list. You are talking about the subsidies, the allowances, as sort of a comfort allowance style thing for recipients?

Ms. Polak: Yes.

Mr. Chairman: You said \$77 for—

Ms. Polak: Family benefits and \$50 for general welfare assistance.

Mr. Chairman: What is the rationale?

Ms. Polak: That was set on the basis of the domiciliary hostel program. The Ministry of Community and Social Services funds boarding houses in other communities. Although this is different, the same provincial guideline for funding, or at least for providing those allowances, was used.

Mr. Chairman: It strikes me that the range of these allowances is bizarre. If you are in a home for the aged you are getting more than \$100 a month. This is per month, not per week?

Ms. Polak: Yes, per month.

Mr. Chairman: The rationale for these things has always bewildered me.

I am sorry. Mr. Reville, you have a question?

Mr. Reville: No, I have a statement to make, and it is one of the happier statements I get to make. I was very grumpy on Monday and Tuesday.

Mr. Chairman: Yes.

Mr. Reville: However, this program should make Mr. Andrewes very happy. A lot of very serious and good work has gone into this. It is a start and it needs to be exported from Metro, particularly to the north, where there are 34—count them—supported beds, which is a shocking situation.

I was pleased, while an alderman in the city of Toronto, to serve on one of the Reva Gerstein implementation committees and also on the committee that worked with Habitat. I can attest

to the amount of consultation that went on and to the barrier that was finally broken down. For years, Metro refused to talk about this kind of program, mainly because of a reluctance to spend the 20 per cent it is now cheerfully spending. It seems to me that this is a tribute to the work of a lot of people. I congratulate you on this program. May God go with you.

Ms. Polak: Thank you. We are going to do our best to make it work, because we have to.

Mr. Chairman: I will ask a question if the critics are not going to do so.

Mr. Reville: You did not like that lob ball. It really upset you?

Mr. Chairman: I cannot believe it. You were so nice and grumpy at the beginning of the week. That is what they pay you for.

Mr. Reville: I want you to know that I am going to become grumpy when we talk about Oak Ridge and extended care patient homes.

Mr. Chairman: Okay; I feel better.

Ms. Polak: I am awfully glad I am here first.

Mr. Chairman: We should move along quickly. As somebody who is still waiting for information from the Ministry of Health for our select committee, I want to understand what is happening on the profit-nonprofit split on this. Everything that is out there at the moment, as you have said, except for one, is profit. I do not understand exactly how you are going after those nonprofit beds. Can you explain that a bit?

Ms. Polak: The allocation of housing units is done in the Ministry of Housing, and the support funds to keep them going come from the Ministry of Health. The twain have difficulty meeting and, as a consequence, we had to have preliminary proposals in July before we even knew whether we were going to get this funding going to get housing allocations set aside for nonprofit through the support of the Ministry of Housing.

At present we have only 44 units for next year. At \$25 a day—I will be blunt—I am going to have to do a lot of missionary work to get nonprofit groups involved with this. It is very difficult to keep 24-hour supervision and the kind of standards we are expecting and pay more than minimum wage and so on. However, we will work away at it. We hope we will have 44 beds next year. By the next calendar year for the Ministry of Housing, I hope we will have a lot more than that.

Mr. Chairman: Next year's numbers are what? I cannot remember. Is it 120? I am mixing

apples and oranges. What were your projections for next year?

Ms. Polak: It is 150 more. I hope to get approximately one third of those on as nonprofit. I hope to put on a fifth of them this year.

Mr. Chairman: They all automatically come in at the \$25 ceiling instead of having to go through the phase-in thing you are doing in your office.

Ms. Polak: I am negotiating that with the Ministry of Community and Social Services at the moment. I am hoping so. It is impossible for a nonprofit to come in on a phase-in basis, because they do not have the means to raise bank loans and bridge the gap. Since they are going to be purpose-built houses, they will be to the standards right away and in most cases we will have some knowledge of the operator, I see no reason the 13 could not go in.

Mr. Andrewes: Is this new housing?

Ms. Polak: It is new in the sense that it is new to our system. Some of these are big old houses in Toronto.

One thing I did not mention is that the Supportive Housing Coalition has always made a practice of trying to disperse the houses throughout Metropolitan Toronto. In looking at the boarding houses we are going to try as far as is possible to look also at a dispersal and not just at a concentration in Parkdale.

Mr. Chairman: I should know, but I cannot remember offhand: did you and the coalition make a presentation to Judge Thomson's Social Assistance Review hearings?

Ms. Polak: The coalition is in the process of preparing its presentation. Our agency will do so, but I got Judge Thomson to come through some of the boarding homes that the Minister of Health (Mr. Elston) and some of the others have seen.

Mr. Chairman: In terms of his mandate, things such as this allowance and the differential between GWA and family benefits allowance recipients are things he should be making recommendations on. It is unlikely that many groups will be speaking directly to this.

Ms. Polak: We are going to be speaking directly to it. This morning we had an advisory committee group with representatives from all the ministries and what have you, and it was a clear direction that I am to prepare something for him on that specific point.

Mr. Andrewes: Setting aside ideology on profit and nonprofit, before Mr. Reville jumps on me, why can you not make the for-profit

operations comply with the kinds of standards you want?

Ms. Polak: At the moment I anticipate that 80 of those 100 beds will be for profit. First of all, some of the profit ones simply have been too exploitive for us ever to go anywhere near them. They have been abusive landlords, and I think it would be a disaster for us to try to bring them up to standard. The good ones—and there are some good ones—tend to get lost because they do not get publicity. There are some, and we have had them identified through our groups this summer.

I am differentiating. I am a pragmatist. I will make a contract with someone, whether he is profit-making or nonprofit, if he complies with the standards. I doubt very much whether some of these would ever even apply, because, first, they would have to get rid of three of the people in the rooms. We are trying to say that you cannot put more than two in a room or, in a huge room, three. They are already grumbling: "What do you mean? Do I have to get rid of my fourth and fifth? That is where I make my money."

Mr. Andrews: You are telling me there are always going to be a number of these places, beds, however you count them, in the for-profit sector that we are prepared to tolerate as being substandard and below any kind of criteria that ideally you would be looking for.

16:00

Ms. Polak: I will be forced to tolerate it for two or three years. There are two things that could change this. As the expansion of the sector occurs, if we can get nonprofit beds on stream and if the good operators can possibly be encouraged to open other houses, at that point the city of Toronto is only too thrilled to send in its inspectors daily and close them down.

The city of Toronto has had a difficult time. It has laid charges. One with which I am very familiar was brought from our office. It was taken to court, adjourned and adjourned and finally thrown out on a technicality. The reason for that as much as anything was that the magistrate did not want to be seen as dehousing people and throwing them on to the streets.

The only way we can do this is by ensuring that we have some extra beds. Then if a place is very bad and the city closes it, we can move the people. We are prepared and have good relationships with others who will assist us. If any of these contracted homes turn out not to do as we expect them to, we can and will move the people.

Mr. Andrews: The objective is to eliminate the poor operators.

Ms. Polak: Eventually, yes.

Mr. Andrews: You have no mindset towards for-profit or not-for-profit as long as there is a balance.

Ms. Polak: That is right.

Mr. Andrews: As you reallocate, as long as they are prepared to meet the criteria the for-profit operators will have an opportunity?

Ms. Polak: They certainly will, but they are going to have to provide more than mashed potato sandwiches for lunch.

Mr. Andrews: That is understandable.

Mr. Reville: I made a presentation to the Social Assistance Review on mental health, which I would like to table with the committee in case anybody might be interested.

Mr. Chairman: Certainly. The clerk has not done any duplicating in days.

Mr. Reville: I mention some of the issues, such as comfort allowances.

Surprising as it may seem to Mr. Andrews, I was one of the people who developed a pilot project that dealt with the provision of care by the private sector. We recognize that the private sector is playing a significant role in this regard, and in some cases it plays the role well. In a lot of cases it plays the role so disgustingly that it would make your hair turn white.

Mr. Andrews: Whiter.

Mr. Reville: It made mine turn almost white. The dilemma that has faced the city of Toronto buildings and inspections department is that it is very difficult to enforce property standards against an unwilling owner because of the way the process works. As well, when those standards are enforced, the house becomes deconverted. The house goes on the market and becomes a home for people of my income level. Ten people then go out on the street. My income level a few years ago was in fact high enough to buy a house. I was lucky. Not now, though.

Mr. Jackson: In spite of your Christmas bonus.

Mr. Reville: Those of us who have been worried about this problem have had to face that dilemma time and again. There are rooming house operators in the city and probably elsewhere in Ontario who are notorious for providing the least possible service for the most possible money. There is a peak-and-valley approach to enforcement that depends on the tightness of the housing market and the alternatives. It also depends on the political will of the members of the local council of the day to go in and hammer

these guys, because if they do they will have a homeless population to deal with. That is also problematic.

The history of Parkdale is a fascinating case study of the parts that the market, the enforcement agencies and the media play, and of the general consciousness of people about the problem. It is quite an interesting study. A couple of million dollars was spent trying to enforce the city's bylaws in Parkdale, to almost no avail.

Mr. Chairman: This raises the question, of course, about whether the building standards style of enforcement is the kind of compliance enforcement mechanism we want, or whether we want something through the line ministry? What is the minister's opinion on that.

Hon. Mr. Elston: My difficulty with something such as this project is that it does develop through a co-operative effort, not only at our level in terms of the three ministries but also with Metro and the support group. Of interest is how we follow up on the contractual obligations entered into, not only by the profit people but also by the nonprofit people, because there are situations where, once a facility is established, it is sometimes easy to move away from ensuring the continued acceptability, if I may use that term, of the actual facility.

I do not think any of us is particularly concerned about the question of where, as long as it is going to be effective. Probably if there is a contractual relationship, the first line will be somehow to work that—I do not know whether you have to call it enforcement; maybe it is compliance.

Ms. Polak: It is compliance, we think.

Hon. Mr. Elston: Those in the compliance system are the people who are first parties to the contract, except that I do not know whether that is possible. Perhaps we can have Ms. Polak talk a little about that, or at least about how that might be worked under this arrangement.

Ms. Polak: We have always seen compliance as the key thing here. This week we just finished hiring. We have a Habitat manager. We have a compliance worker who will also do intake, but that is very heavily what the Ministry of Health is paying for, the compliance part, because you cannot go in with a totally confrontational attitude to the operators and expect them to help. We are having to balance out. The residents' concerns must be paramount, but we also have to be aware of what assistance we can give to the operators.

Mr. Chairman: Mr. Reville has a point on this.

Mr. Reville: Yes. I wonder whether the minister cares to comment on whether his ministry is thinking about a personal care bylaw that municipalities could use to deal with this problem and that would work for homes for special care too.

Hon. Mr. Elston: Yes. We had some very good discussions about homes for special care the other day, and I expressed my concern. I have not personally looked at that in any thorough sense. I know there is the question about whether we can actually delegate this to the municipalities in many ways. Special authorization, perhaps through another amendment to the Municipality of Metropolitan Toronto Act or something might be considered, but I have not turned my mind to that bylaw. I have certainly not talked to my colleague the Minister of Municipal Affairs (Mr. Grandmaitre) to discuss that further with him. I do not know what discussions may have taken place at staff level, if any.

Mr. Corder: We have not explored that in any depth. We have been trying to come up with the supportive models that are required. We have not look at that particular aspect.

Hon. Mr. Elston: My concern is that, without having a fair bit of work done on that, every municipality would take a look at the provincial government and say, "Oh, yes, you guys are moving something else into our field." A lot of groundwork would have to be done. You would also have to make sure the municipalities had people who were competent to go in and do the work. It is certainly more than just assigning another bylaw enforcement officer another bylaw to enforce.

You have to have people who understand what is being asked of them. That is why I am interested in the compliance officer, for instance, or a compliance officer and case manager, I guess—double, whatever—with this organization, because unless you have the understanding of the person going in you are probably going to create an awful lot of difficulties for the people who are probably doing their best to run the facility in a reasonable manner.

16:10

One of the problems I see in keeping programs such as these going—I have talked to other volunteers who are working, not in this program but in community settings, who have neat little ideas about how to provide little things that do not always comply in the sense of the rigid

guidelines. They do things that they say make their people feel better or whatever. You have to have understanding and a sense of flexibility. This is why you need to have someone working in and with the people.

My initial reaction is that whether it is a bylaw under the Municipal Act or whatever, I would want to make sure that whoever was going to look at it was intimately involved with the delivery of service to the people. At this point, I am not satisfied that can be done by a bylaw at the municipal level.

Mr. Reville: May I make a final comment?

Mr. Chairman: Yes, and then we should try to move on.

Mr. Reville: One of the reasons contract aftercare was invented was the difficulty of developing a personal care bylaw. A good deal of work has been done on the matter in the department of public health of the city of Toronto and a number of the issues have been canvassed. If you or your colleague in the Ministry of Municipal Affairs is interested, I am sure the medical officer of health for the city of Toronto will be happy to give you tons of files on the matter.

Hon. Mr. Elston: There must also be the appropriate level of funding and other things that always go along with public interest in these items, and that would have to be a determination as well. In any event, I take your point as well made. I can investigate some of the work that has been done at that level.

Mr. Chairman: Are there any other questions? If not, in terms of our timetable, we should probably move on because we said we probably would conclude these matters today. Do you have any final comments to make? Thank you for coming back, Ms. Polak. It was nice seeing you two days in a row after so many years apart.

Where do we go from here, Mr. Corder?

Mr. Corder: I would like to ask Yale Drazin, the director of the mental health planning branch, to talk for a few moments about mental health planning and to lay the introduction for the two major planning issues we have dealt with, namely, the Hucker review and the electroconvulsive therapy review.

Mr. Drazin: In the interests of time, I would like to spend about 10 minutes completing the introduction of the mental health area by describing the mental health planning branch. Then I will call on Dr. Hucker and after that Dr. Wasylenki to discuss the Oak Ridge issue and the ECT issue.

The mental health planning branch has basically four functions, two planning functions and two support functions. The policy-oriented planning functions deal with general directions and guidelines to govern decision-making in the more operational areas. Operational planning deals with some specific issues and situations, and consultation and technology are activities in support of these planning functions. I would like to deal with them in reverse order so that I can end my presentation by introducing the two guest speakers.

In terms of technology, we are attempting to develop and define our requirements in data bases for both planning and operational purposes. These activities include the introduction and full implementation of the psychiatric hospital management information systems, the development of a community mental health information system, data collection devices appropriate for our psychiatric units in general hospitals and so on.

Under hardware, we are about to acquire a personal computer and this has involved us in all kinds of esoterica such as data architecture, technology architecture and the like. There has been a lot of work on program definition and defining for ourselves appropriate applications and staff training that would ensure that when these hardware devices and technologies arrive, we will be able to make meaningful use of them. In addition, we are developing a variety of planning methods and instruments, numeric indicators and planning frameworks that would be appropriate for the application of these technologies.

In the consultation area, our branch responsibilities include not only formulating general directions appropriate for planning in the mental health system, but also ensuring their recognition and awareness within the ministry and elsewhere and advocating and negotiating on behalf of the needs of the mental health system within the ministry and the government generally.

Within the ministry, we have close and ongoing consultation with the institutional division and the district health council area in the main. Interministerially, children's mental health involves us, on an ongoing basis through a variety of mechanisms, with the Ministry of Community and Social Services. There is an interministerial committee on children's mental health services. Issues such as transition-age youth, the implementation of the Child and Family Services Act and a variety of others

involve us in ongoing interministry conversations.

IMPAC is the interministry placement action committee, which deals with specific cases for whom placement has proven exceedingly difficult and who require interministerial collaboration. It involves the Ministry of Community and Social Services and the Ministry of Health and other ministries and agencies in the community. The community supportive housing committee led by the Ministry of Housing deals with some of the issues we heard about earlier.

Externally, we have direct contact with district health councils and hospitals in addition to the indirect contact we have through the institutional division and the district health council program. In that regard, where possible and appropriate, we try to be proactive in supporting community agencies in developing their proposals for submission to the ministry, maintaining the integrity of the established planning processes. Prevention Clearinghouse is an example of the many external agencies with which our branch has ongoing consultative responsibilities.

Within the planning sphere, the first of the two categories was policy development. As was indicated in the earlier presentations, the mental health system is not a static entity. It has been evolving and changing for five decades in response to changing societal attitudes, to awareness and understanding of mental health and mental illness and to new concepts in service and therapy. In the branch, we try to ensure that policy and planning functions foster and promote that ongoing developmental and transitional activity. We try to be a positive and supportive participant in that process.

Perhaps the best way I can illustrate policy development activities is by example: complex and multifaceted issues such as geriatric psychiatry; dual diagnoses, which were mentioned here earlier; youth-in-transitional age, which is the group from 16 to 20 years of age and older. The needs of people in this group tend to be characterized by a complex variety of factors and interrelationships among those factors. There are combinations of intellectual, emotional and physical disadvantages. Those deficits are sometimes compounded by the environment in which the client resides: the home, the family, the community and society itself. An example is prejudice against the mentally ill or the physically handicapped. As a result of these issues, these clients tend to be hard to place and to serve and they represent a special challenge for the mental health system generally.

These policy development activities find their expression in operational planning activities. These are focused on achieving an appropriate balance, mix and continuum of community and institutional services, short-term and long-term care in appropriate mixes, local-versus-regional and treatment-versus-prevention approaches.

16:20

By way of illustrating the nature and characteristics of the planning activities in which the branch is involved, I will cite three examples and conclude by introducing Dr. Hucker and then Dr. Wasylenko.

The report of the northeast Ontario mental health study steering committee found its origin in a recognition of the need to redevelop the provincial psychiatric hospital in North Bay due to some structural deficiencies. It was felt that to proceed with the redevelopment of the facility, planning should occur in the context of concurrent development of needed community-based services. As a result, a comprehensive region-wide study was undertaken, initiated with the establishment of a steering committee in August 1984. The study itself was begun when a contract was let to Touche Ross in August 1985. The steering committee recently submitted its report to the ministry with a set of recommendations.

The terms of reference were a page long, but Touche Ross described them in one sentence. It regarded the terms of reference to be to develop a comprehensive and dynamic plan. In fact, the report of the steering committee contains recommendations for needed services on three levels. There are the regional and local service levels and a set of recommendations related to management and organization that involves a community mental health management board at the local level.

The recommendations related to regional services are already being addressed in the context of ongoing discussions at the senior level between ministry officials and officials of the hospitals in the North Bay area that impinge and impact on the redevelopment proposals for both North Bay Psychiatric Hospital and the local general hospitals. As well, there are separate discussions going on in the Sudbury area regarding regional childrens' services that the model proposes should be provided through Sudbury Algoma Hospital. Regional services are already being addressed.

When the minister has had a chance to review staff proposals, he will be confirming details for a review process focusing on the feasibility and implications of implementing the model with

respect to the recommendations for local services and for this management board at the local level. The physical document is currently at the printer's and will be released as soon as it is available, which should be in a very few weeks.

The second example of an operational planning activity I would like to highlight is the report of the electroconvulsive therapy review committee. This exercise arose out of a court case in which the judge recommended that an overall study of ECT use in Ontario be undertaken. The terms of reference were as indicated in the report.

The study began in February 1984 and was submitted to the ministry in December 1985. It recommended that ECT availability be continued, with extensive and stringent safeguards upon its use based upon sound ethical, legal and medical principles. There was a variety of recommendations related to procedures for the application of ECT: equipment standards, performance, record-keeping and some legislative recommendations as well.

The consultation process that was conducted upon receipt of that report was as follows. There was widespread distribution of the report with requests for input. It was distributed to special interest groups, specifically requesting comment; to ministries, for their review of relevant sections; to all participating organizations and individuals and to anyone else who requested it.

That review process continued through the summer of 1986. In excess of 80 responses were received, including many from consumers and consumer groups. In addition to that consultation process, the ministry established a work group consisting of administrators and medical directors of the provincial psychiatric hospitals to consider the report and comments received upon it.

In terms of the implementation of specific elements, the psychiatric hospitals inspected equipment for safety provisions, and where necessary, either rectified these problems or obtained new equipment. Consultations have been initiated with the Canadian Standards Association towards developing for CSA consideration a proposal that would develop performance standards for ECT equipment. In addition, there has been communication with the Institute of Biomedical Engineeringa regarding the availability of appropriately trained staff to perform inspections, maintenance and calibration functions. Dr. Wasylenki will discuss in greater detail the specifics of the recommended guidelines of the work group.

I add that the Ontario Hospital Association, the Ontario Medical Association, the Ontario Psychiatric Association and the Association of General Hospital Psychiatric Services have all agreed that they would consider use of the guidelines in general hospitals and community psychiatric hospitals. Final approval of these guidelines is imminent. When approved, they will be incorporated into the working policies of the psychiatric hospitals.

The third example, and the last one I wish to address, is the study review of Oak Ridge. Dr. Stephen Hucker, who is here today, chaired that. Dr. Hucker is psychiatrist in charge of forensic services at the Clarke Institute of Psychiatry.

The background of this study relates to concerns expressed in coroners' reports and other sources regarding insufficient staffing, inadequate or inappropriate qualifications and inappropriate treatment programs at the Oak Ridge division of the Penetanguishene Mental Health Centre. That review also began in March 1984 and was received in December 1985. Terms of reference were as indicated there. They dealt with the appropriateness of the one Oak Ridge environment to accommodate patients of different legal status, the appropriateness of programs, the roles and mix of staff, program evaluation and respect for patients' rights.

Recommendations were provided in all those areas. Implementation has seen the appointment by the minister of a steering committee to oversee the implementation of the recommendations. Dr. Hucker is a member. The mental health area is also represented on that committee. An administration for the Oak Ridge division has been established separately from the administration of the rest of the Penetanguishene facility. Programs of education have been initiated and a staff reorganization has commenced. The University of Toronto, under Dr. Hucker's co-ordination, has been providing psychiatric support to the Oak Ridge division. Under physical improvements, a whole variety of specific measures have been taken, but it is important to note that the ministry has initiated contact with the Correctional Service of Canada regarding replacement of the Oak Ridge division with a joint facility, a joint project.

If there are no questions, I will call on Dr. Hucker to speak at greater length about the Oak Ridge division.

16:30

Mr. Chairman: I presume that is the easiest thing for us to do. Do you have a slide presentation as well?

Mr. Reville: Is it possible for the ministry to provide us with copies of this document? Can the ministry provide us with copies of those transparencies?

Mr. Chairman: Yes, it can and it will. Do you want the prints?

Mr. Reville: Yes. I do not want the transparencies; I want whatever you reproduced them from.

Mr. Chairman: They are on paper.

Mr. Reville: Yes, pieces of paper.

Mr. Chairman: Done.

Mr. Reville: You can put it into my computer if you want to.

Mr. Chairman: Go ahead, doctor.

Dr. Hucker: I am not sure what questions you wanted me to answer, but I can see you are very experienced at interrupting people so I am quite prepared to answer questions as we go along.

I have some slides that I took of Oak Ridge itself and I have abstracted some of the findings of our committee, particularly demographic data at the hospital. I also have some photographs I took on my tour of other facilities. They deal with the patient population and are very similar to those at Oak Ridge.

I have deliberately removed joke slides, which I usually use in these presentations to lighten the burden, because I know you are a serious audience and do not have time for laughter. However, I could not resist this one because it so typically epitomizes Penetanguishene in that they have a hospital, a mental health centre, which has two roughly equally sized divisions, the regional psychiatric centre, which is essentially like any other Ontario hospital, and the Oak Ridge division, which although this slide calls them criminally insane, is a term many of us dislike, is for the maximum-security patients.

For those of you who have not visited the hospital before, at this time of year it looks bleak indeed. It is situated on a promontory sticking out into Georgian Bay called Asylum Point. There has been a mental hospital there for many years and before that a boys' reformatory. What greets you as you come along the road is this chain-link fence, and behind it the austere buildings of Oak Ridge itself. This is a closer view of the buildings through the wire. I always think the front gate is the prettiest part, particularly in summer, because they have flowers there.

Mr. Reville: It looks particularly nice when you are coming out.

Dr. Hucker: That is right. That is the nice thing about my visits there; I am allowed out at the end of the day.

This is the newest part of the building, the so-called visitors' complex. It is two-storey, as is the rest of the building. The top part has administrative offices of various kinds for doctors and various professional staff. The area below was intended to be an area where the patients could have visitors, but it is used by many staff members as well and has a small canteen.

It is arranged rather like the letter E with an extra bar on it, with a main corridor roughly corresponding to the vertical part of the letter E, and with individual wings or wards, long corridors with individual cells that are politely called rooms on either side. It depends on which part of the building you are in, but some of these have solid doors with peepholes and others have barred doors. It depends which level you are on. They vary in degree of physical comfort, but most are pretty spartan. These are the kinds of solid doors on one of the lower ranges. I put this in to remind us that when we did our review, rules and regulations were the order of the day and there was very tight control over patient movements and activities.

I cannot say this is a typical bed in Oak Ridge. One of my colleagues on the committee and I actually spent the night in Oak Ridge to find out what it was like. On some of the wards, there are beds that are bolted to the floor and they are not beds like this. These are known as Barker bunks after Dr. Barker, a doctor at the facility, the idea being that if a patient was seriously disturbed he could not roll out of bed and injure himself on the floor. However, when you see these things, it gives you the sense of a primitive and spartan environment, with many of them in a very poor state of repair.

Mr. Reville: Were you able to test whether you could actually freeze a glass of water on the windowsill?

Dr. Hucker: No, because I stayed there in summertime.

Mr. Reville: It would not work then, of course.

Dr. Hucker: I am sure it could be done.

Again, not all the toilet facilities are exactly like this, but this is typically representative in its rather glorious view. At the time we were visiting they were rebuilding some shower stalls. Hitherto, patients had not had separate stalls, ostensibly for security reasons. They had to shower among each other and were in full view of people walking up and down outside. Some would be males, females, mental health professionals and

others who wanted a tour of the facility. There was very little privacy at all. These are new.

This is one of the nicer so-called sunrooms. Right at the end of these long corridors are so-called sunrooms, usually with a television and seats for entertainment. One of the complaints made about these rooms was that the attendant staff would turn the televisions to the programs they wanted rather than what the patients wanted.

To give you an idea of the kinds of patients who are housed in this facility, I have abstracted some of the material from our report. Some of you may be totally unfamiliar with this system and what these letters mean, so I will try to explain them briefly. This is what we call a point prevalence. We took the numbers of patients in various legal categories on that day in 1985. These figures have not changed dramatically. The total numbers have reduced since we started our work there but the proportions are roughly the same.

A WR is a warrant of remand under the Criminal Code. These are individuals who have been remanded from a court for a psychiatric examination on issues such as fitness to stand trial or criminal responsibility. As you can see, there are relatively few at any one time. The average number seems to be about a dozen or so.

The WLGs, warrants of the Lieutenant Governor, are for individuals who have been through the court system and have been technically acquitted by reason of insanity or found unfit to stand trial. Some of these unfit patients will be found to be fit as a result of treatment or a spontaneous remission and may return to court at a later date. Those who are acquitted by reason of insanity will remain there for varying periods until they are released into a less secure facility elsewhere in the mental health system.

MHA stands for the provincial Mental Health Act. You can see that a sizable number of the patients at the facility are not there because of any involvement in the legal system, or apparently so, but have been certified under the Mental Health Act and usually have been transferred from other hospitals because they are unmanageable, typically because they are violent to themselves or others and cannot be contained in a regular psychiatric hospital.

A proportion of these have been transferred from a provincial correctional facility, typically local jails. About 10 per cent of the admissions are from that source and the number is increasing all the time because these are people in the jails who have been found by jail psychiatrists to be so disturbed that medical or psychiatric care is

required on an urgent basis, even in cases where fitness or criminal responsibility is not being raised by the courts. Medical and humanitarian concerns have been paramount.

It may strike you as odd that we have one patient who is informal at a maximum-security facility. Apparently, in this rather unusual case, it was an individual who had been on a civil certificate and was waiting for a transfer to another facility. He had improved and they did not need to recertify him, so he was waiting there to be transferred.

When you look at the numbers of admissions over the course of the year, the differences in the numbers give you an idea of the rate of turnover within the facility. Those on WLGs are only 54 a year, but they accumulate because these people do not go very far very fast. On the other hand, those on warrants of remand stay for a maximum of 30 days to 60 days, as is regulated by the Criminal Code, so they have a rapid turnover. The Mental Health Act patients also have a fairly rapid turnover compared to the WLGs.

Mr. Andrewes: Can you go back to that one? Why is there rapid turnover under the Mental Health Act? Where do they go?

Dr. Hucker: I am not saying they are rapid by comparison with the WLGs. They average about a couple of years. I will show you on another slide. They get sent back to the facilities that originally sent them. The problem facing the hospital is that the facilities that sent them in the first place are not often keen to take them back again. If this is a patient who has been very problematic, they are very reluctant to take him back again for fear of what he will be like.

These diagnoses may not mean much to a lay person, but they are broadly grouped to give you a better idea. Psychosis means somebody out of touch with reality; a crazy person in lay language. We put comparative figures here because it is worth knowing that 10 years ago Penetang's reputation internationally was primarily for the novelty of its program, which was basically geared towards personality disorder patients, psychopathic patients. These are reasons I need not go into here, unless you are interested. There has been a shift in the other direction. The primary reason for admission now is increasingly for psychotic disorders, but there are still personality disorder patients there, a small proportion of retarded patients and people with other psychiatric diagnoses.

16:40

Mr. Chairman: Are you saying that is the primary diagnosis for those people?

Dr. Hucker: Yes. Some of them will have both diagnoses. It is one of the funny things. When you look at psychiatric records, on one admission somebody will be labelled an antisocial personality and on the next admission it will be schizophrenia. What people often forget is that a person can have both pathologies, and one will be the primary reason for admission on that occasion.

Mr. Chairman: However, you are saying the primary reason for admission in six cases was mental retardation.

Dr. Hucker: Yes, that is right.

Mr. Chairman: That is mind-boggling.

Mr. Andrewes: In a maximum-security facility?

Mr. Reville: They claim they are violent.

Dr. Hucker: Let me put it in context. The most deteriorated and problematic patients in Oak Ridge are the retarded and chronically psychotic on two particular wards. Even though it sounds as if these people are like your aunts and uncles in an ordinary mental hospital, these are people who have been very disturbed. They are extremely intractable patients. I do not want you to go away with the idea that these are people who could very easily be shifted to another hospital. They would be problems wherever they go. These are very difficult patients.

Mr. Chairman: You are still talking about the primary diagnosis there. As clinicians looking at those persons, the first thing they are saying about them is that they are mentally retarded, rather than that they are psychotic or that they have a major personality disorder.

Dr. Hucker: They have a behavioural disorder as well, if you like.

This gives you a better idea of the kinds of things these people have done to get in there. When they have been associated with the criminal justice system in some way, crimes of personal violence are paramount. For those where we say "no offence," some of these people have been very assaultive in their parent hospitals and are not easy people to manage. Under other circumstances, it is possible that some of these mentally retarded people you have drawn attention to could have had charges laid if they had not been in a hospital setting where they were regarded as cases for care rather than criminal prosecution.

When we look at the planning of these facilities and where resources ought to be deployed, we find it very clear that areas that have medium-security units, and at that time they

were the North Bay, Brockville, and St. Thomas psychiatric hospitals, referred relatively few patients to maximum security. In other words, they had a secure facility locally and patients could be sent there for care. Metropolitan Toronto, which lacks these facilities, sent the majority of these cases. It is also true this is where the bulk of the population of the province is. More than a third of the referrals came from Toronto and thereabouts.

This looks at specific sources of referrals rather than the areas. The courts sent 46 per cent of the referrals to Oak Ridge. Some were on warrants of remand and some on warrants of the Lieutenant Governor. Provincial psychiatric hospitals sent about a third of the patients under the Mental Health Act and 10 per cent of the referrals were from provincial correctional facilities. These are typically people in local jails who are acutely disturbed. Relatively few are from federal correctional facilities. They would like to send many more. They feel they have many convicted penitentiary inmates who are psychiatrically ill and need this level of security and this kind of care.

This 100-odd people per year is a subgroup. Again, more than half of them come from the Toronto area. These are people who will be there for 30 or 60 days while they are being psychiatrically examined. It is worth noting also that there is one forensic psychiatrist at Oak Ridge, Dr. Russel Fleming, who does a sterling job of trying to cope with this all on his own. The referrals are predominantly from the big city where most of us who practice forensic psychiatry are located.

This is to give you an idea of the length of stay. The mean figure, the average, does not convey as much as it should. If you take the standard deviation—that is the figure underneath for those of you who are not statisticians—65 per cent of the patients in these individual legal categories would be there for that number of months; so in the case of those on WLGs, 65 per cent of the patients will have been there for 84 months. Do you get the idea? For the involuntaries, it would be 74 months.

You have already had an overview of the kind of recommendations we made. I am using these not to tax your memories or your reading speed but to highlight several points worth mentioning. Obvious things such as increasing the number of forensic psychiatrists, improving facilities in the city and limiting the number of admissions of civilly committed patients, both by improving facilities at the provincial psychiatric hospitals

and by adopting some standard whereby one can say, "What kind of person should be there?", were among the recommendations.

It should not be just anybody of whom the person on the end of the phone says: "This person needs Oak Ridge. Will you take him?" When you are working there, it is very difficult to say to the referring agent: "What do you mean by dangerous? Surely you can handle this person." If you are on the spot and he is saying he cannot cope with this person, he generally wants you to respond to this.

It is also worth noting that for all the inadequacies we have highlighted at Oak Ridge, the system as a whole is very appreciative that there is an Oak Ridge. Therein lies the dilemma. If it is easy to admit people and if Oak Ridge does a good job of trying to get people under control and take the pressure off you, there is no justification or stimulus to develop facilities that are less secure and that may do as well.

Mr. Chairman: Can I ask you a question in terms of a reminder? It seems to me that before Lakeshore Psychiatric Hospital was closed, it had secure beds. What does the Queen Street Mental Health Centre have? I cannot remember.

Dr. Hucker: To take your first remark first: that is true, Lakeshore did have a medium-security unit. I was not very active in Canada at that time, but people who knew it well said they referred far fewer people from Toronto to Penetang when that unit was open. It was simply a medium secure unit, not a highly secure place, but it enabled people who were acutely disturbed and needed more than just a regular psychiatric ward to be contained until they got better enough to be transferred back. When Lakeshore closed, the Queen Street forensic and special observation unit came under tremendous pressure to take all kinds of patients, not just patients from its own hospital but also patients from the Lieutenant Governor's warrant system, many of whom wanted to return to Toronto. It always had a very mixed population and got clogged very quickly with patients, so it could not cope with the numbers that would previously have been turned over fairly quickly.

With regard to administration at Oak Ridge, I am going to go through this rapidly and only highlight points because some of these have been dealt with and others, I think, are still contentious.

We strongly recommended that the administration of Oak Ridge be autonomous, at least mainly autonomous, from the regional hospital. If you have not been there you will know that Oak

Ridge is high up on the hill and the regional hospital is down the hill. The idea of going all the way up to the top to deal with these difficult problems must put off a lot of people based at the bottom of the hill, and so the people at Oak Ridge felt they were being administered by remote control. People would make telephone calls and send memos, but strategic people were often criticized for not making a personal appearance. Somebody who had been there five years could say, "I have never seen this individual."

The issue of discriminating between nurses and security staff was based on the fact that the patients themselves saw attendants, even if they had registered nursing certificates—very few of them did—as not nursing at all. If you watched them at work, they functioned more as correctional officers than as nurses. They were still in the days of custodial care. Even the ones who had nursing qualifications easily lapsed into that kind of attitude.

We also made the suggestion, which has been controversial within the medical profession, of relying rather more heavily on nonmedical unit managers. There are two reasons for this. The more obvious, practical and immediate reason is that doctors do not want to go there. Although the Ontario Psychiatric Association criticized the report for this kind of approach, not very many members of the Ontario Psychiatric Association are queuing to go, so it is a practical problem of recruitment.

Also, there is a better reason than simply lack of manpower. Many of these patients have far more than just psychiatric and medical problems. They have rehabilitation problems of considerable magnitude, social problems of great magnitude and behavioural problems that are not strictly medical. People from other professional and clinical disciplines could function as managers while co-ordinating the activities of others, including, as we recommended, a large team of consulting psychiatrists to help share this load. That in fact has been implemented.

16:50

I do not know whether anyone wants to bring up specific issues, but there are many practical legal/ethical issues on the wards at Oak Ridge. I suppose the top one is at least of interest to the patients themselves. It is simply that hitherto there was a system that relied on a legally trained, nonmedical person to present the findings of the clinical team before the boards of review. It seemed to us on the committee that if the patient has had a whole year in the hospital in between reviews and this is his day in court, the person

who has been responsible for his clinical care ought to be there to speak to the committee and its various members about his clinical care, his prognosis and so on. Therefore, we recommend that should be the standard practice.

It is interesting that as we proceeded with our review and our work became better known, more people were prepared to say they had witnessed abuses of various kinds. At the time of the review, very few people were prepared to say, "This person abused me in one or another way." It was subsequent to the release of the report that more cases of actual abuse were reported and investigated.

Another controversial area was conjugal visits. The idea some of the maximum-security patients having visiting rights from spouses so they could have their conjugal rights in some kind of privacy was received with some scorn. However, in penitentiaries people who have been convicted of many rapes and so on, after careful screening, could be allowed conjugal visits. It does not seem such a big issue when you have seen the system in practice.

Mr. Chairman: Perhaps we can move to questions. Some members have questions and I am not sure whether they are on the last slide or this one.

Mr. G. I. Miller: Is the presentation completed?

Mr. Chairman: It is not. Do you want questions after the presentation?

Mr. G. I. Miller: I do. There are a lot of things going through my mind. What does the minister have in mind to improve this? What has been done?

Mr. Chairman: Let us leave those kinds of questions until afterwards. Mr. Reville, is your question about a particular slide?

Mr. Reville: Please carry on.

Dr. Hucker: I am going to be quick. There are many practices on these units that we feel should either be strongly modified or abandoned altogether. Some are quite famous. The so-called silence rule became a bone of contention. This is a rule whereby, in one of the units especially, patients were forbidden to speak to each other and were allowed to speak only to certain designated members of staff. The argument went that this was a security precaution. You could not have patients plotting to escape or take hostages, neither of which has occurred in the history of Oak Ridge for a long time. This was not exactly an immediate concern, but they feared that if they rescinded the rule, it could happen. We pointed

out that we knew of no other facility that required such a rule. We felt it breached people's right to spontaneous speech and should go. There is still an argument among hospital staff, but I would say it is being steadily eroded.

Mr. Reville: Excuse me, doctor. Has that rule been rescinded?

Dr. Hucker: Not in its entirety. It is still there in a rather limited way. Certain patients are advised not to talk to each other. That is somewhat different from being forbidden and penalized if you do.

In my own unit at the Clarke Institute of Psychiatry, if we have remanded patients, we say to them that somebody could squeal on them when they have left. If a sex offender, for example, is convicted and incarcerated, somebody could say: "I knew this guy at the Clarke. He was there for sex offences." We say to people, "If I were you, I would not talk to too many people about your charge until you are at the stage in your care when you are actually a patient rather than a remandee being assessed."

Most facilities manage perfectly well without enforcing the rule. It is one thing to advise people to be careful what they say except to professional staff; this was an actual rule and you suffered deprivation of privileges if you did not adhere to it.

Mr. Reville: Would it not be fairly simple for the administration to say to the staff that the silence rule is a thing of the past and shall not be suggested or enforced?

Dr. Hucker: I personally feel that could happen. The argument on the other side has been that this is a rule that has been essentially supported by the attendant staff for security reasons. If you rescind it, you are going to have to bolster it with more staff and other methods of maintaining the security of the unit. I do not buy it myself or we would not have written in our report that it should go. I know there is a difference of professional opinion on this issue.

Mr. Reville: Does the minister intend to rescind that?

Hon. Mr. Elston: The report Dr. Hucker has just made indicates there is considerable disagreement. This is one of the reasons some things are not being implemented as quickly as others. Like you, Mr. Reville, the review having been made, I find it difficult to understand why it continues but that does not mean we do not have to work at it.

Mr. Reville: There cannot be justification for a rule like that, therapeutic, security or otherwise. It is absurd.

Hon. Mr. Elston: That is your opinion. Dr. Hucker has made it very clear there are people who hold very strong opinions on the other side of the issue. I know Mr. Corder has a piece of information for you as well.

Mr. Reville: You are in charge of this. If you do not like it, you should tell them to stop.

Mr. Corder: As Dr. Hucker has indicated clinically and as the minister has said, this is a very difficult issue. Everyone at Oak Ridge knows Dr. Hucker has recommended the silence rule go. They know that recommendation is supported by all the senior people within the Ministry of Health. I think Dr. Hucker has put his finger on the real way to get it changed and that is through education and changing the mix of staff. They essentially view themselves as correctional officers there. We have made major steps in trying to introduce a nursing orientation to what they do. When I am at Oak Ridge, and I am there a lot, the silence rule is not practised, but I am not there 24 hours a day.

Mr. Reville: There is the solution.

Mr. Corder: However, unless you have a change in the philosophy of care, you will not have fundamental change in a lot of these things. In addition, the clinical view about the silence rule is not 100 per cent, as Dr. Hucker has indicated. Some doctors think it is great.

Dr. Hucker: I would not say that is a majority.

Mr. Reville: I would like the names of the doctors who think silence rules are great.

Hon. Mr. Elston: As in any profession, you will find a variation of opinions, but I suspect that what Mr. Corder has indicated would go a long way to address a number of the recommendations in terms of the philosophy that has surrounded the activity of Oak Ridge in the past and what we hope to see there in the future. It would help to deal with a number of upgrading items. I do not doubt that elimination of some of those beds that we saw and some of the other physical amenities would go a long way to assist in helping to change orientation as well.

Mr. Reville: I am sorry I held you up, but I find this notion that a silence rule has some therapeutic value one of the most offensive things about Oak Ridge. It is shocking.

Dr. Hucker: My rejoinder to it—

Mr. Reville: This is a political remark I am making, Dr. Hucker. You do not have to respond.

Dr. Hucker: It is important to respond to it, because in many people's minds it has a symbolic

value. There are many worse things about Oak Ridge and its practices than that silence rule. The fact it is on its way out is what matters most. There are other things that need or have received more immediate attention.

The other thing I will point out here, because I know you are interested in electroconvulsive therapy, is that although we made some guidelines for ECT in the report, ECT is used relatively infrequently at Oak Ridge. Some people, myself included, would sometimes argue that maybe it should be used even when it is not. There is a sense that we have to be very careful about using ECT in this kind of setting, whereas in any other clinical setting, clinicians may be more inclined to recommend it. This is an observation that is not backed by data. Suffice it to say that very few people at Oak Ridge receive ECT.

The attendant staff are the strength and weakness of the place in that they are a bunch of people prepared to work in this place with this difficult population of patients on a regular day-to-day basis. Many of them are local people who have been recruited from this small community, without a high level of clinical training. They do not function like nurses in other hospitals because most of them have never worked in other hospitals to see what it is like. Therefore, there is a very substantial education element here, an upgrading component. Recruiting people to go to work there is enormously difficult because people of any professional group do not want to go. That attendants are there means you take what you have. It will be very difficult to make inroads into that.

Hon. Mr. Elston: Is the physical facility itself as much of a problem in attracting people to work in that milieu as the actual type of patient they work with?

17:00

Dr. Hucker: That is part of it. A good way of looking at this—I will show you some pictures of other facilities. The nature of the patients is not what puts people off because some of the other hospitals we visited had no trouble recruiting. The Regional Treatment Centre (Ontario), the psychiatric treatment centre within Kingston Penitentiary, when we visited, had more nurses for a much smaller population of patients than Oak Ridge.

I asked some of these nurses, "If you will come and work here with people who are bad and mad, why will you not go to Oak Ridge?" The answer was: "I could never go there. I do not think I could practise nursing there." There are a lot of negative feelings about the ways nurses function

in the facility. I do not think it is just the facility itself. The facility is bad because there are things you cannot do, things a modern hospital ought to be able to do.

Mr. Reville: Will you comment on the way the, quote, difficulty of the patients, end quote, is turned by some of the staff into a positive virtue. A staff member might say: "I work at the Ridge. I must be one tough son of a bitch." That is an attitude I have picked up from some of the staff attendants there.

Dr. Hucker: I think you are right. I would not put the difficult patient in quotes. Some of them are very difficult patients for all kinds of reasons because of the intractability of their psychiatric—

Mr. Reville: I put it in quotes so it would not have too much moral value to it.

Dr. Hucker: Okay. The point I am making is that you have to try to understand the point of view of the people who work there on a day-to-day basis. Some of them have real difficulty managing some of these patients. I think there is a sense—we picked this up from the people who were working in the regional hospital rather than Oak Ridge. When their children are at school, they will tease each other, saying, "Your dad works at the funny farm," or something such as that. If the guy works at the Ridge, his kid can say, "My dad works at the Ridge and you have to be tough to work there." I think that is the sort of thing you are getting at. There is a very strong machismo element in the mentality there. There is no question about it.

I will not belabour this. The committee as a whole felt the facility was not suitable for a psychiatric hospital. It was built like a prison, and by its very nature, you cannot change it into a modern psychiatric hospital. There are long ranges of cells. You cannot alter much of it structurally. It would be grossly expensive to try to alter it.

One of the problems in terms of amenities that always comes up, and which will rear its head again in the next week with the board of review's activities, is that there is virtually nowhere for the psychiatric and other consultants to interview patients in privacy. You either do it in the visiting area within earshot of other people or you do it in a poorly constructed room in one of the wards. The staff members usually try to put themselves out and vacate rooms for you, but it is very inadequate. It will put people off working there if they do not have offices in which to see people.

The other thing I should mention is the recreational facilities. These people are sometimes there for long periods and all they have is a

recreation hall in the basement where they can pump a bit of iron for physical education, but nothing more than that. It is the same with the occupational and educational programs which, as you will see in my subsequent slides, have become a central part of most modern facilities of this kind.

I suppose we spent about nine months reviewing the practices at the hospital itself. I must confess that most of us on the committee felt at a sort of plateau. It is easy to criticize Oak Ridge, but it is much more difficult to say how you would do it differently. Just as we would if we were doing some research in the medical field, we looked at what other people have done. This is exactly what we decided to do for this review. We chose facilities. Some of them were in Canada because it seemed important to see what other people in Canada have done, but we also picked at least one place in the United States, not because of it being necessarily a model facility—I think it is a very good one but it is not the best.

As I will explain in a minute, the best I have ever seen is in Canada, in Alberta as a matter of fact. We also did not pick the worst that we could possibly find because there is always somewhere worse than wherever you are. We wanted to look at places that had the same kinds of problems both in terms of geography and patient population, where they had tried to find solutions and had shown some measure of success.

I will try to highlight the things that we thought were the advantages, and why they have been successful, as I go along.

This one, for those of you who have binoculars and can read the title, is the Institut Philippe Pinel de Montréal, which was built around 1966, for a similar population to that at Oak Ridge. The difference is that they also contract formally with the federal government to treat mentally ill inmates in the federal penitentiary system so they have a rather more mixed population than at Oak Ridge. In fact, all the facilities I will be showing have varying mixes of federal inmates, correctional inmates from provincial-type institutions, civilly committed inmates and patients on warrants of the Lieutenant Governor. They are all very similar.

Incidentally, we also went to penitentiary-type facilities that looked after patients, the Regional Treatment Centre (Ontario) in Kingston and the Regional Psychiatric Centre (Prairies) in Saskatoon. I do not have slides of it, because I did not want to belabour the point, but behind its double chain-link fence and the man who drives around

with machine guns in his van is a hospital facility within the perimeter. It is very impressive, even though it is a maximum-security penitentiary.

Pinel is located in Montreal, not in the most accessible part. It is right at the northeast end. Nevertheless, because of its proximity to a city with a major source of medical and other professional staff, it is well equipped and well staffed and functions very well. This is the model they have. They call this the Canadian model in the United States, where they have a high fence or wall around the outside. Within the perimeter of security, things can be relatively relaxed.

Coming from Britain, and I will show you some slides of it, I call it the British or European model, because it is like a European castle with a moat and a wall around the outside and sorties or sally-ports where you can exit. This is what they call it in the United States. It means they can have large areas for the patients to cultivate gardens or play basketball or football or whatever.

This is one of the sitting rooms on the ward. Behind there is forest. At other times of the year, it is really a very attractive site. This is the kind of clean, open, bright environment they have there. This is a patient room in the Pinel. It always reminds me of a student's room in a residence or something such as that. There are even better facilities than this, as I will show you.

There is a heavy emphasis on rehabilitation, including industrial workshops. Programs for treatment are contracted. Patients apply to be treated in a particular way unless they are so psychotic that provincial mental health legislation can be employed to insist on treatment. There is a heavy emphasis on giving patients things that will make their lives much more interesting and comfortable and which will give them some skills when they leave.

There is another one of the same kind.

Mr. Reville: If I may break in, the workshop facilities at Oak Ridge are not the best I have ever seen.

Dr. Hucker: They are terrible. I could not even get good pictures of them.

Mr. Reville: Do you have pictures? It is too dark in there to get good pictures.

Dr. Hucker: It is too dark.

Mr. Reville: The sheltered workshop at Oak Ridge is pathetic. The packaging of balloons and what not is clearly a goofy program. Do you agree more work has to be done on it?

Dr. Hucker: Definitely.

Of all those I visited, this is the facility that has the most merit. It is called the Helen Hunley

Forensic Pavilion in Edmonton. Its advantage is that it is in a big city. It is on the outskirts of Edmonton and the bus stops outside. It is very easy to get to. It has no shortage of professional staff. Perhaps more important, it has a whole range of security from maximum-security beds right through to minimum-security and an outpatient follow-up program. People do not get dumped into another system that is not integrated in any way and then into outpatient facilities where people do not want to see them.

Mr. Reville: In Calgary?

Dr. Hucker: This is in Edmonton. If you have a chance to visit it, you should. It is an excellent facility.

Mr. Reville: I will go there.

Dr. Hucker: Here are some more pictures of it. Even with the snow on the ground, it looks quite pleasant.

Puritans who like to make a big thing of security would say, "Do you mean to say there is just a pane of glass between you and a maximum-security patient?" That is absolutely true. It is armoured glass, so it is not easy to break.

When they first built the place, the patients quickly learned they could make the panes of glass vibrate to the extent that the glass popped out. They had a couple of escapes and problems such as that when it first started. This seems to be always the case: when you develop a new facility, you have to discover new things about its security levels. It does not matter how good the facility is. When you have an old facility, things have been tried and the stable doors have been bolted after the horses have gone. After 100 years of history, you can make a place pretty secure. With a new place, you are discovering new things.

This is the entrance. It is very different from Oak Ridge. This is the former medical director walking through the metal detector. There is very much less heavy-duty security in the entrance.

17:10

This is a nursing station with all-round visibility in one of the wards.

The next slide is a view from the inside, looking out. Nearly all the locks are electronically controlled. Keys are not very much in evidence.

This is the sitting-room area in one of the wards. Those closed doors are the individual patient rooms. They have various models. Some are small modules; others are small dormitories for patients. However, it is much more like a hospital environment.

This is a typical room at the Helen Hunley Forensic Pavilion.

They have a swimming pool, which I did not try out. They have a gymnasium as well.

Something that is often forgotten, which we tried to remember when we reviewed Oak Ridge, is facilities for the staff. They did not just leave at the end of the day and go home. They had some relaxation facilities. They give staff an opportunity to discuss patient care as they are going off shift and so on. Basically, it makes the staff feel that there is something in it for them as well. There is not a large facility but rather a sitting-room area where they can have coffee on their own and talk about their work.

This is one of the courtyards. In fact, the building itself is most of the perimeter of the facility. It is not built like a fortress. It is built like a hospital, but with security built into it.

This is one of the courtyards where they play sports such as volleyball. That big door is an entranceway for trucks that bring supplies and leave with other things.

This is the facility in the United States. We chose only one facility, Chester mental health centre in Illinois, of the many we could have chosen, for two reasons. One was that I have a colleague who used to work there, so that he knew a lot about how the place functioned and the teething troubles they had when it first opened. The other is that it is very similar in its geographical site and in its problems to Oak Ridge.

It is about a two-hour drive from St. Louis, Missouri, although it is in Illinois; it is just the way the boundaries go. It is in a rural community on an attractive site by the Mississippi River. It had trouble getting staff. Although there is a correctional facility nearby, it is still one of the largest employers in the area. There are many similarities to Oak Ridge.

It is a modern hospital built, I think, in 1972. They ran out of money halfway through, and there is a bump in the back where they were going to have a swimming pool. That is now a monument to the expense of these places.

It has a much lower fence than Oak Ridge because they constructed it so that even if you could shinny up this bottom part, you could not get a purchase on the narrow-gauge wire at the top. As well, the distance from the fence to the hospital is so great that people who make a bolt for it would find themselves gasping at the wire and asking to be carried back. It would be very difficult to get out.

They did have an escape when it was first built. People escaped on to a roof and then went over the fence. There were sensing devices on the roof that were so sensitive that the birds were always triggering them. The guy got so fed up with going up there to shoo the birds away that he missed the guys who were going over the top. One of them was never caught. That was when it first opened.

Those are the only bars you see at Chester. They are on the main entrance. These are the kind of windows they have. They are constructed to let in a lot of light, although this picture does not show it is very well illuminated. A human being really could not break through there. Even if he broke the glass, which is armoured, he could not squeeze through.

Movements within the hospital are electronically monitored, so that you do not need keys. You push in a card like a credit card and the computer lights up to show where the card's owner is in the hospital. They can thus always find where people are.

This is one of the sitting rooms.

Hon. Mr. Elston: May I ask about that? Do they wear some kind of device that is triggered by that card?

Dr. Hucker: No. The entrance to a ward is controlled by a keyhole slit for the card. I would insert the card and they would say, "Dr. Hucker has now entered ward 1." When I leave, I have to use the same card, and they would know Dr. Hucker had left again. It keeps track of people.

Hon. Mr. Elston: I see.

Mr. Reville: Dr. Hucker, how much longer is your presentation?

Dr. Hucker: You have had enough?

Mr. Reville: We are running late, and there are a bunch of questions.

Dr. Hucker: I can be very quick. I have very quick ones, because many of them are similar, as you can appreciate. This is a sitting-room area. Here is a patient's room at Chester. This is the dining room, where patients sit with supervision. Nevertheless, they have cutlery and they have the decent sorts of things that make life worth while. They are not forced to eat with spoons, as they are at Oak Ridge. This is a classroom. They have a gymnasium. Patients are encouraged to do their own hobbies, and this is a patient who had horticulture as one of his.

This is a British model, and we ought to look at these pictures particularly because we think we have been able to recruit the director of this hospital to come here from Britain as a visiting

professor and spend a year at Oak Ridge helping us to do a turnaround. This is a brand-new, maximum-security hospital in Britain called Park Lane. This high wall around the outside is constructed in a particular way. They used Special Air Services, these commando types, to try to get out from within, and without mountaineering equipment they could not do it. Thus, they felt they were pretty secure within this perimeter.

The front door is like an airlock. You enter two sets of airlocks. It would be extremely difficult to get out of there. Once you are inside, the place looks like this. I am afraid several of my pictures of this did not come out very well because of the lighting, but you would find patients jogging around the yard here. They were not accompanied; they were given privileges to use the yard. All the buildings are brand-new. This is a sitting room in one of the wards. You can get an idea of the spaciousness of the environment. This is another sitting-room area.

These are the most secure rooms in the facility. This is a facility built for 400 patients, some of them worse than Penetang patients. When you go to Penetang, they will say, "These are the worst people you will ever get anywhere in the world." It is just not true. All these hospitals have these bad guys, if you like, some of whom act out violently against staff and other patients. These rooms, once you got inside them—I did not take pictures inside—were really quite reasonable accommodation. They did not look like cells; they looked as if they had been constructed to look after people who were going to be violent to themselves or to others, and there was only a small number of those.

This was one of the high-privilege ward rooms, where the patient has his own hi-fi and all his books. This is another one, which was rather more spartan. This is a picture they gave me, not one I took myself.

They put a lot of emphasis on teaching patients how they are going to survive when they get out and how they are going to cope in an apartment if they have not been in one for eight to 10 years. They give them lots of opportunities to learn skills.

They have a swimming pool as well. This one I cannot remember offhand, so I will quickly go through it.

That is it. Are there any questions?

Mr. Reville: Maybe I can start by saying that Dr. Hucker has done a splendid job both in his report and in the somewhat more dynamic report we have had today.

I almost jump out of my skin when I think about Oak Ridge, and I have been very agitated during this presentation because we have been aware of problems at Oak Ridge for many years and a number of reviews have been done of Oak Ridge over the years. It makes me very sad, and perhaps almost in despair, that even now when you have identified a large number of problem areas, there does not appear to be sufficient urgency on the part of the government to deal with these very serious problems. I know they are big problems and hard to solve.

I have visited Oak Ridge. I have been in touch both personally and through the mail with people who live at Oak Ridge and who are members of the patient group there, which is called HARD, Human Awareness with Respect and Dignity. I know people who have managed to get out of Oak Ridge. I have been to two Lieutenant Governor's review boards in respect of people on warrants of the Lieutenant Governor.

I myself was contained in a maximum-security psychiatric facility, so I have a lot of personal emotional feeling about what it is like. Thankfully, the facility I was in is no longer there, but it was very similar to Oak Ridge. When I went there, those feelings came flooding back to me. I know what it is like to be a staff member in such a place, because I spent a lot of time talking to staff members when I was a patient myself. I know what it is like to be a patient. In fact, people used to come and go between Oak Ridge and the facility I was in at Kingston. Sometimes they came back after having had a lobotomy, which, of course, is not an attractive psychiatric treatment these days, for which I am thankful.

17:20

All the pictures of the other facilities in the rest of the world, while fascinating, may be irrelevant unless the government has an intention to replace Oak Ridge. My first question, then, is of the minister.

Hon. Mr. Elston: I toured there, as you did. I was pleased to find it was interesting to go there. I think it would be an omission if we did not indicate that the member for Scarborough West (Mr. R. F. Johnston), who was here as chairperson for some time this afternoon, expressed an early interest in this before you and I arrived on this particular scene.

Mr. Reville: Not before me. I was involved in this in 1965.

Hon. Mr. Elston: My apologies to you.

Mr. Reville: That is all right. You do not have to be familiar with my curriculum vitae.

Hon. Mr. Elston: In this particular forum. Anyway, I take notice of your long-standing interest.

I was concerned when I went through Oak Ridge, because I noticed the problems—the beds, for instance. Even though you are suggesting conjugal visits and all that other stuff, it seems to me that the surroundings are not really appropriate for them. We are very interested in trying to find a way of planning a more appropriate facility.

A lot of questions have come up. One of them was broached indirectly with the picture of the facility in Quebec, where there was a substantial federal interest and commitment. I am not sure about the facility in Alberta. Was it also built provincially and federally?

Dr. Hucker: No; I think it is purely a provincial health ministry facility.

Hon. Mr. Elston: We are actively looking at the manner in which arrangements can be made. I do not find the Oak Ridge facility to be appropriate in today's context.

Mr. Reville: May I say in a truly political sense that my party does not have a policy on Oak Ridge as yet. Because the matter is fraught with many problems, we are attempting to develop one. There are some labour issues that are of great concern to me. The Oak Ridge facility provides employment that is very significant in that community. I have met with members of the Ontario Public Service Employees Union, who are interested in what you are going to do as well. Clearly, the contribution of Oak Ridge to the economy of that region is very significant.

The view I am tending towards is that we must have medium-secure facilities available around the province so that we can deal with the civilly committed patients in a more appropriate way.

Hon. Mr. Elston: If I might—

Mr. Reville: I am just making a little bit of a statement; I do not want you to comment on that yet.

When I was at Oak Ridge I noticed that some renovations were happening. I also spent many years in the construction business, as you may know, and I can tell you it is impossible to refit Oak Ridge to create a therapeutic environment. Because of the way the original building was constructed, you cannot deal with mechanical requirements in that building. The rooms are below standard and would be very difficult to renovate. I am sure even the Ministry of Government Services would tell you that, which is going a bit far. I actually did a number of

contracts for MGS—on jails, in fact—so I know whereof I speak.

Hon. Mr. Elston: I appreciate very much what you are saying about the ability to convert that facility. A number of the modern retrofitting programs that are required under our current codes are very difficult to handle, because you have no place to put them except out in the hallway or some other place because of the very solidly built interiors that were developed. I would agree with you that it is not a place that would be easily convertible. In many ways you will find that in trying to do something with the existing rooms, they do not accommodate what might be required to equip them for today's practice. That is probably a case in point as well.

That being understood, and knowing how long it takes to look at what, how or where we are going to construct these facilities, it is up to us to try to do something for the people who are still in that facility. We all have to recognize that this is a place where people will be while this other work is being done.

From that standpoint I am hoping we can do as much as we can, even under those very difficult circumstances. I recognize it will be only a stopgap in many ways, but I cannot decide to do nothing to improve the circumstances there while we get on with the larger questions. The arrangements between the province and the federal government, for instance, are important to us. Discussions about what might be possible à la the Quebec situation are extremely important to us.

If there are going to be arrangements, we have to understand what provincial obligations will be picked up for operations of some of the federal requirements, whether we will be accepting people from other parts of the country and a whole number of issues. Understanding the long-term nature of the planning that has to take place, we have to do the best we can with a bad situation.

I also want to go back to one of the statements you started off with, Mr. Reville, about our slowness in coming to grips with some of the recommendations. I know it is apparently slow, but we have made some changes that are assisting, at least, to deal with the atmosphere there. I sense that some of those changes are constructive.

That being the case, the difficulty we had with the satisfaction level of the staff working in that environment is quite important to deal with as well. I sense that the atmosphere has a lot to do

with that. We do not have any place for people to relax.

Mr. Reville: It is appalling. The staff members have no room to hang their coats, to have a meeting, to have their lunch.

Hon. Mr. Elston: I agree. We have attempted to improve our training for staff. The member for Windsor-Riverside (Mr. D. S. Cooke) is not here today. He mentioned his concern about the fact that even though some staff training may be provided, it is very difficult to apply the training when you get back and the whole atmosphere is not in accordance with what the training would suggest it should be.

We realize there are substantial and real problems and we realize it will take a lot of work. I am happy to say we have started it. It probably should have been started a long time ago, but we are making progress, and I have a personal interest in seeing the progress continue. I know that does not answer all the difficult questions, but I am certainly pleased with the implementation work that has begun.

Mr. Reville: There is no question there is a good deal of activity around some of the recommendations in the Hucker report. I am aware of that activity and I am pleased about the way it is being undertaken. Having a patient on the steering committee is an excellent move, and I applaud you for it. Can you tell us whether you are going to table a progress report, a calendar or an interim response?

Hon. Mr. Elston: I do not have any problem with that. What I should do—I do not think I will do it in these estimates—is to provide a summary of what has taken place for the critics and for any other member of the committee who is interested. Perhaps that would be of help.

Mr. Reville: It certainly would be.

Hon. Mr. Elston: Perhaps you will allow us a little time to pull that together.

17:30

Mr. Reville: Yesterday I tried to make an amendment to the Mental Health Act that would prevent the transfer of civilly committed patients to Oak Ridge. I feel particularly strongly that this is one of the most significant problems at Oak Ridge. You spoke against that, and so did the Tories. I did that because I wanted to raise the issue and target it, for your purposes, as one of the key issues that has to be dealt with in a policy way by the government.

You will know of some of the work being done at the federal level about the Lieutenant Governor's warrant, which will improve that situation

somewhat. For my part—and again, this is my view—I cannot see how you can justify that kind of deprivation of liberty to a civilly committed patient. It may have to be dealt with through a Charter of Rights and Freedoms approach, but I think it should be dealt with in a policy way. I am aware of some of the problems you experience. One of the solutions obviously would be to have medium-secure facilities wherever one is trying to deal with people who have mental health problems serious enough to require their hospitalization.

In the meantime, you can look at a management plan for the civilly committed patients at Oak Ridge and develop some policy to try to limit their length of stay. It seems that the lengths of stay in that environment are unconscionably long, given what I feel very strongly are the deleterious effects of being at Oak Ridge. That might be an interim response. A number of legal, ethical and medical issues about the question of civil commitment and transfer to maximum security are to be reviewed, but in the interim, it seems to me you must find a way to get those people in and out of there as soon as they are stabilized.

Hon. Mr. Elston: Your point is well made. I am pleased you came to that issue, because it reminds me that I did not respond to another item you raised earlier in the sense of having medium-security facilities dispersed, which is not an unattractive concept from my standpoint. It is certainly something we will be discussing internally, and our staff already have been looking at what that will mean to the various facilities.

There are a lot of very large questions for us when we review the system as a whole. Dr. Hucker has indicated that, overall, the components of our system, I guess from a review standpoint, function relatively well, but that does not mean our facilities and other things cannot be improved to assist as well. My concern in taking away, with your amendments yesterday, the ability to refer was that people who had found that a patient could not be accommodated in the facility had no place to have the person looked after in a more appropriate manner. We cannot make changes that absolutely eliminate options that are available.

Dr. Hucker underlined one of the concerns that plagues the people at Oak Ridge, which is that once someone is assigned there, it is not always easy to persuade the referring agency—

Mr. Reville: That is why I wanted them not to get there in the first place.

Hon. Mr. Elston: That this may be done means some analysis has to be undertaken to determine how we improve our system, if that is required. We cannot leave people with a situation that they determine to be one they cannot handle in their own facility. That also is a major concern, not only from the patient's standpoint but also from the standpoint of people working in that institution and also from the standpoint of the other patients in that institution.

Mr. Reville: I have some concerns about current practice there.

Hon. Mr. Elston: This is at Oak Ridge?

Mr. Reville: Yes. When they interrupt water supplies to the patients' rooms when they are locked in there, their only water supply then is the toilet. Is that policy still in place?

Hon. Mr. Elston: I cannot say. Mr. Corder, do you have a comment on that one?

Mr. Corder: I understand that that practice has been discontinued.

Mr. Reville: Good. There are also some practices in which—

The Vice-Chairman: Mr. Reville, before you continue, can I get a sense of the committee? We have 25 minutes, and other members of the committee may want to refer to the electroconvulsive-therapy report. I gather that, as of yesterday, there is less anxiety about that question than there was 48 hours ago as a result of amendments to legislation. Does anyone want to give me a sense on how to proceed?

Mr. Andrewes: According to the clock, we now have 25 minutes. It would not be fair to start into another issue at this stage of the game. I suggest that Mr. Reville and others complete their questions to Dr. Hucker and that we leave the ECT issue for another day. I would like to be very clear that on Monday we will receive the response to our opening statements. I do not want to spend the whole afternoon on ECT. If we have those responses, then perhaps on Tuesday we can move into other issues.

The Vice-Chairman: Is that agreed?

Hon. Mr. Elston: I have no real problem with that, but if we are going to reschedule the ECT, we must decide when we want that done, because I do not want to have people sitting around. They might be doing other things, I am sure.

The Vice-Chairman: I sense there is not a problem with rescheduling that for Monday.

Hon. Mr. Elston: I am thinking of the people who are presenting.

The Vice-Chairman: Yes. I think members also want to move on then to your responses that same day. Is that the consensus of the committee?

Mr. Jackson: I have several questions, which will not take more than about seven or eight minutes, before we leave the panel on mental health. They are not related specifically to Oak Ridge or ECT.

The Vice-Chairman: Okay. Let us schedule the ECT report for Monday. What is your pleasure, so that we have some sense? Will we spend the first half of the session on it?

Mr. Reville: That may not be appropriate for Dr. Wasylenki; I do not know.

Mr. Andrewes: That is the problem.

Hon. Mr. Elston: My problem is that, with the doctor—

Dr. Wasylenki: It is quite difficult for me.

The Vice-Chairman: Can you come to the microphone, please, before we have a very brief discussion of the time question?

Mr. Reville: It is difficult for me too. I am not going to be here on Monday.

Mr. Andrewes: Perhaps the easiest solution is to go on with the minister's responses on Monday.

The Vice-Chairman: In that case, we have three more days, as I understand it.

Mr. Andrewes: At least.

The Vice-Chairman: We can renegotiate with Dr. Wasylenki and have the report on one of those other days. The minister can lead off on Monday with responses. Is that satisfactory?

Hon. Mr. Elston: In fairness, perhaps we should make a decision now, because a tentative schedule was sent around that indicated responses for Monday—which is fine—and vote 3103 and dealing with pharmacy on Tuesday, which leaves Thursday, if that is an appropriate day. As much advance notice as possible should be given to Dr. Wasylenki so that he can make his changes.

Dr. Wasylenki: That seems to be okay.

Hon. Mr. Elston: Let us schedule that for next Thursday, then, which is fine with me as long as Mr. Reville is able to be here as well.

Mr. Andrewes: I have some difficulty committing myself to that schedule. It is not that I am more anxious to hear and discuss the ECT report, but there are a number of other issues. I think it would be unfair of me to commit us to that schedule. I feel the bruises of my colleagues in caucus on Tuesday who wish to raise these

issues. I do not want to be committed at this time to ECT on Thursday.

17:40

Hon. Mr. Elston: I do not want you to wait until Tuesday night to try to get Dr. Wasylenko to readjust his schedule, because he also has time commitments, which, in fairness, have to be appreciated.

Mr. Andrewes: I will not do that. At this stage I think we should look at a day other than Thursday to do ECT.

Hon. Mr. Elston: Tuesday?

The Vice-Chairman: We do have two further hours even after Thursday, after we come back.

Mr. Andrewes: That is right; that is an astute observation. I know the minister is trying to ignore that.

Hon. Mr. Elston: No. I am very appreciative that there are 19 hours and that you wish to take this the full time, and I am going to be here the full time.

Mr. Reville: I am not.

Mr. Andrewes: Can we then agree that we will schedule ECT some time in the new year?

The Vice-Chairman: That is acceptable.

Dr. Wasylenko: Yes, I agree.

The Vice-Chairman: Let us then continue and finish off the afternoon with Dr. Hucker and the report.

Mr. Reville: I have more questions if the committee feels indulgent.

Hon. Mr. Elston: You may as well go ahead and ask the questions.

The Vice-Chairman: Does either Mr. Jackson or Mr. Andrewes have some questions, either supplementaries or questions on this report, that he wants to enter into right now?

Mr. Jackson: Not on this report.

The Vice-Chairman: Okay. Mr. Reville.

Mr. Reville: Is it your view that the amendments to the Employment Standards Act will solve the problem of payment in the extended treatment unit at Oak Ridge? People who work in the vocational rehabilitation facilities at Oak Ridge do not get a lot of dough for that work. We have amended the Employment Standards Act.

Hon. Mr. Elston: I am aware of the issue. In fact, when I met with people at Whitby last summer, those, and the effect they might have on the people working in vocational rehab, were being discussed even at that time. I think Mr. Corder has addressed it a little more fully than I have, though. Perhaps he can comment to you.

Mr. Reville: I did talk to some of the patients about that matter when I was there.

Mr. Corder: The issue of the reimbursement of patients for work in these programs is under discussion among several ministers in an inter-ministerial committee, to try to identify when what they do is work and when it is therapeutic. I imagine there will be some decisions about that for consideration by the government in the near future.

Mr. Reville: Will you be requesting some advice from your legal advisers on the possible application of the Employment Standards Act?

Mr. Corder: We are certainly using legal counsel throughout the deliberations.

Mr. Reville: Are we still cuffing patients?

Hon. Mr. Elston: In terms of the operational implementation, perhaps you can address those to—

Mr. Reville: Cuffing is—

Hon. Mr. Elston: Yes, I realize it is handcuffing. You can perhaps address those to Mr. Corder.

Mr. Reville: The cuffs are sometimes made out of canvas or leather, not metal.

Mr. Corder: I never say that anything is for sure at Oak Ridge. I asked that it be discontinued. I presume it has been discontinued.

Mr. Reville: Does that mean it was an order to staff?

Mr. Corder: I asked that it be stopped. I should answer that it has been discontinued.

Mr. Reville: It would be comforting if you did. Are you developing a policy on the use of confinement at Oak Ridge—that is, on people being locked in their rooms?

Mr. Corder: Policies are being developed for seclusion, confinement, all those types of things, not only at Oak Ridge but right across the system.

Mr. Reville: When you get those, you should probably share them with the Ministry of Correctional Services as well. In correctional institutions a lot of people with mental illness are confined in the most revolting conditions. I have seen that as well.

I assume, then, that part of your investigation will be looking at how you could provide facilities at the provincial psychiatric hospitals for acute management of violent patients.

Mr. Corder: As the minister indicated, we are looking at the issue of secure-treatment capacity in all the provincial psychiatric hospitals.

Mr. Reville: Without wanting ever to blame either of the victims—I mean the staff or the patients—I think there is evidence of a significant increase in occupationally related injury in the provincial psychiatric hospitals. Whether that is related to staffing, to training or to some change in how patients behave I am not prepared to say, but it seems to me it is important to the whole system to look at ways to protect both the staff and the patients.

Mr. Corder: I would like to look into the statistics on that issue again. It was brought up recently by the Ontario Public Service Employees Union, and particularly by the member for Nipissing (Mr. Harris). I cannot remember the statistics, but I do not believe that statement is accurate. I do not believe the number of incidents of assault on staff has increased. I would like to review the statistics on that.

Mr. Reville: I would be pleased to know that. In his investigation of occupational health and safety matters, my colleague the member for Sudbury East (Mr. Martel) has had representations from OPSEU members who work in the provincial psychiatric hospitals, and he is concerned about the incidents. Whether it is an increase or not I am not aware, but there is concern.

Mr. Corder: I am also concerned, but I do not believe it has increased.

Mr. Reville: Good. That would be good to know.

It has sometimes been a practice at Oak Ridge to lock everybody up for administrative purposes, which relates to the deployment of staff and to different functions that staff members have to carry out. Can you comment on whether you are reviewing that policy to try to eliminate the need for lockups?

Mr. Corder: We are reviewing all the policy that relates to the approach to clinical care, but on the issue of lockup, that still is the practice. I have been there myself recently when there was an incident and the patients were locked up. That is not the most ideal approach to care. Lockups should occur when there is a clinical reason for them to occur. Once again, until I can change the approach, the philosophy, and try to provide some of the other kinds of amenities that one would have in a hospital, I will have to weigh that in a balanced manner.

Hon. Mr. Elston: That is one of the problems in trying to make the facility function under new rules of procedure. For instance, I took a look at what would have to be done to try to change the

doors on those cells. I guess that is the best way to describe them, because I think that is the appropriate way they should be described. I understand they even tried on occasion to make some changes in some of them and found it virtually impossible.

Perhaps in this case the facility is standing partly in the way, but it just is not an appropriate facility for what—

Mr. Reville: You really have to go there before some of these issues become understandable. On some occasions, the interest of the patients in privacy is satisfied, because they are locked in with a steel door. It is very private in there with the steel door with the little holes in it and the little cigarette sticking out waiting for a light to come down the hall. That is a really pathetic symbol sometimes. One of the things we do in mental hospitals is to smoke all the time. That is the major therapeutic endeavour.

However, it is impossible to get privacy in the other kind of rooms, which have the more jail-cell-like doors, even while you are using the toilet. The problem with creating privacy in that building is that people would virtually suffocate in their little boxes. The significant practical problems are not to be underestimated.

What about the patient-teachers? For members of the committee who do not know about this, there was a practice of designating some of the patients as patient-teachers. They had various functions in respect to the other patients. It was a policy that at one time was thought to be a very good idea, but I now believe it is thought to be less than a good idea. Is that one of the things you are reviewing?

17:50

Mr. Corder: Yes. The issue of a patient who is ill treating another patient who is ill escapes my logic. We have tried to get that practice stopped. Again, it relates to the philosophy of care. Some think it is therapeutic for some individuals. We asked that this practice be discontinued and it was discontinued officially; however, we understand it now is creeping in by another name so I have to go back and take another run at it. It is not a practice we condone.

Mr. Reville: There was a name invented in another place, “block kapo.” I do not think that is too rhetorical. That is a name that comes from the concentration camps where one person was designated the boss. That is very common on a heavy-duty psychiatric ward. A couple of fairly tough guys are basically substitute staff and take care of a number of unwritten functions on that ward. I knew them and was very careful to be on

their good side, because if you were not, you would be really unhappy or potentially covered with a lot of bandages.

This system has various ways of going underground. You can issue a policy directive and officially something stops, but unofficially it goes on. This is because of how inward-looking it is there.

Mr. Corder: It is probably also a comment on the fact that you cannot order people to do things; they have to want to do things.

Mr. Reville: You have to want to change.

Mr. Corder: You have to want to change and the way to get change is to bring in in-service education, to send them away to be trained, to bring in nursing staff, to change the philosophy of care or to bring in people such as teams of clinical experts from the University of Toronto, as we are doing. You have to give these people pride in changing. No one has ever paid any attention to them before. It is in the past two years that we have started to give them some attention.

Mr. Reville: These people are your employees, Mr. Corder.

Mr. Corder: We have just introduced housekeeping staff at Oak Ridge. That was never there before. Patients love it. The place is clean.

Mr. Reville: By the way, I did not find the housekeeping standards were inadequate at all when I was there.

Mr. Corder: We have introduced nursing staff in the units. We are introducing the head-nurse concept, the clinical-team approach.

Mr. Reville: It makes a huge difference when you have nurses on these wards.

Mr. Corder: We introduced female staff—it was all male before—to give them some reality. There has been a lot of change, independent of change in the physical plant, because we are never going to make a hospital of what exists there now from a physical-plant point of view. If you go there today, you will find the patients' sitting rooms are much better appointed. They have little kitchens and laundry rooms on the wards for their use, converted out of some of these cells.

Mr. Reville: I saw some of them being installed and it looked like a great idea.

Mr. Corder: There has been tremendous change at Oak Ridge. The so-called "roomed" philosophy is changing fundamentally. We are talking about care. I imagine that if you and I could have this discussion in a year's time, I could say definitely that the silence rule is gone.

Mr. Reville: We will have this discussion in a year's time. I talked with many of the staff there. More work needs to be done to help the staff cope with the drastic change that has to occur there. The staff are very paranoid; there is no question but that they are. Some of the language they use is intolerable. To refer to patients as "lying psychopaths" is not appropriate and we must stop that.

Mr. Corder: I agree.

Mr. Reville: It is not easy. The reason I feel so urgent about it is that a day in that place can be a long time. It is not sufficient to stay there overnight. You need to stay there week in and week out for 26 months and then you would have a real appreciation of what it is like. It is not the sort of place we can be proud of. We have to do better.

I am going to stop. I had a lot of other questions. One thing I see from the discussion we have had today is that you are taking it seriously, but you are going to have to do more.

Hon. Mr. Elston: That is a fair comment.

There was a big concern I had when I was there almost a year ago. It was a rather cold day and it was bitterly blowing and snowing by the time I got there. For people to go for any exercise or fresh air, they had to bundle up in coats, go outside and stand around in a circle, basically, to get some fresh air and recreation. I appreciate what the people there have been trying to do with the limited facilities, but there is not much else that can be done. There is very little opportunity to do anything, probably from about mid-October, depending on what the fall is like, until April in terms of getting to an area that can accommodate real-life recreation. We are very concerned with trying to improve that.

It was interesting to see that in all the facilities we took a look at with the exception of the last one, where they ran out of money, they had some indoor facilities and swimming pools. We recognize first and foremost that no matter what else is causing difficulties, these are, after all, people who have needs, as we all do. Politicians probably do not get as much recreational exercise as they ought to either. Let us look at that to accommodate a shift to indicate that even in an institution such as Oak Ridge which has enjoyed a dubious reputation recently—I take that in previous decades it was not all that badly looked upon but now it is not as well respected—there are people with real needs whom we should be looking after from a personal standpoint.

Mr. Jackson: I have a couple of questions while Mrs. Mauro and Mr. Drazin are here. I am

not sure whether my question deals specifically with the planning branch or the operations branch, but it has to do with a jointly funded facility of children's mental health services in Halton that was funded by the Ministry of Health and the Ministry of Community and Social Services. It has been completed.

Hon. Mr. Elston: Mr. Corder can help with that as well.

Mr. Jackson: You have been in receipt of the document. I would like to know who is doing the review on that. Is it planning or operations?

Mr. Corder: The mental health planning branch has completed the review of that document. We have had the local people in to discuss it with them. Mr. Duda, the assistant deputy minister in the Ministry of Community and Social Services, and I plan to go out and discuss this study with the local people early in the new year. We are also investigating whether the assistant deputy minister of the Ministry of Education is available—

Mr. Jackson: My second question is directly to the minister with respect to whether he believes the substantive proposal, and several that follow from it, to establish a Halton children's mental health council is consistent with the policy direction he is bringing to his ministry at this time.

Hon. Mr. Elston: You are aware that the whole question of children's mental health is part of the mandate of the Ministry of Community and Social Services, and as well some interest is expressed at our level and by Education. Any opportunity we have to co-ordinate ourselves at the local level would be very constructive. In fact, when I met with the Halton district health council, I met later with several people who were extremely interested.

Mr. Jackson: I was there as well, you will recall, a year ago.

Hon. Mr. Elston: No, this was this past summer. I met with the health council and we talked at that time with people who were in the process of finishing this report. We talked at length about the difficulties of co-ordinating responses in children's mental health. It is something of which we are well aware. I expressed my interest in any suggestions that would help us as a government to co-ordinate our ability to serve children in the communities. I had not talked to Mr. Corder about the proposal and what was coming on, so I am glad to hear that we

are trying to get the Ministry of Education, the Ministry of Community and Social Services and our staff people working together to see how we might co-ordinate a response.

Mr. Jackson: If I can get in under the bell, my final question has to do with a proposal that, while sort of running in tandem, did not form part of the study. It has to do with the proposed Halton children's and adolescents' treatment facility, which is currently under way and with which I think you are familiar. It would also involve the Ministry of Housing; I imagine it could possibly involve that ministry. Are you looking at the mental health study from Halton in isolation from the adolescent treatment facility or are you looking at the two together?

Hon. Mr. Elston: I have two responses. There are no funding announcements to be made today or at any time during estimates, but perhaps, for the logistical consideration of those, Mr. Corder can help you.

Mr. Corder: Those two things cannot be viewed in isolation, but one of them cannot be viewed until the other has been handled. Because of the fundamental issues they have raised in that planning study, it is very difficult to adjudicate that other adolescent program until you know what you can realize from a planning point of view.

There would be a fundamental impact on the Ministry of Community and Social Services programs. The Ministry of Health has always had a decentralized planning model, with the district health councils, and that is what this report builds on. How that impacts on the regional offices for children's delivery services is something we have to discuss with the local people. Therefore, I am not in a position to comment on that adolescent program until I see how it fits into this.

Mr. Jackson: I have more but I recognize the hour. Perhaps I can discuss this with the minister and his staff again.

The Vice-Chairman: I am sure he will be happy to respond. I thank Mr. Drazin and Dr. Hucker for their valuable help this afternoon. Members of the committee, the committee will be meeting again after orders of the day on Monday afternoon to consider the minister's responses.

The committee adjourned at 6:03 p.m.

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From the Clarke Institute of Psychiatry:

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No. S-43

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Ministry of Health

Second Session, 33rd Parliament

Monday, December 15, 1986

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 15, 1986

The committee met at 3:58 p.m. in committee room 1.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3101, ministry administration program; item 1, main office:

Mr. Chairman: We are dealing with vote 3101, the Ministry of Health. I just want to reconfirm our agreements. We spent last week dealing with special presentations on mental health. Today we are going to get back to the response by the minister and the dialogue around that. Then we decided we were going to set aside Tuesday for drug and pharmacy. On Thursday we will go through regular votes. We have how many hours remaining?

Clerk of the Committee: Nine hours and 17 minutes.

Mr. Chairman: We will have approximately two hours today; so we may not be able to finish by the end of the week. We still have two hours left.

Mr. Andrewes: Is the date today the 14th?

Mr. Chairman: The date today is December 15. Did I say it was December 14, or is Mr. Andrewes writing a letter home?

Mr. Andrewes: To my mother.

Mr. Chairman: On Friday, you would still have approximately two hours left.

Hon. Mr. Elston: We were informed on Thursday by the critic for Her Majesty's official opposition that we would complete after the new year.

Mr. D. S. Cooke: Are you going to be around that week? If we just continued on the 12th, I will not be here.

Mr. Chairman: That is good to know.

Mr. Andrewes: The issue surrounded the completion of our study of mental health and the whole question of electroconvulsive therapy, which I suggested could be rescheduled for the new year.

Mr. Chairman: Is that the approach, that we will do the other matters under the estimates prior to that and then reschedule the ECT discussion for about two hours on another occasion?

Hon. Mr. Elston: From our standpoint then, for Dr. Wasylenki, who was here, we should determine fairly early when that is going to be. We know David is not going to be here in the first week; we should advise when we can schedule that so the doctor is not disadvantaged by having to sit through an afternoon or something.

Mr. Chairman: Dr. Psutka, you will not be here? Would you be interested in being here before that or would you and Mr. Reville want to—

Mr. D. S. Cooke: Probably David would, but I would not mind his being here for it.

Mr. Chairman: You would not mind being there as well. Shall we—

Hon. Mr. Elston: We could use this as a filler, something between bills.

Mr. Chairman: I was going to say it might be something if we gave a few days' notice between estimates. I gather this committee may be given estimates other than those we have on our list at present, and we have supplementary estimates. I think we will have more than that, from what I hear. We might well be able to give notice of a day or two to get the doctor in to have a special mental health day, from which we could all gain some benefit.

Let us get back to the vote—it has already been mentioned; you can relax, Mr. Cooke—and the minister's replies to the leadoffs by his critics while they are still fresh in our minds.

Hon. Mr. Elston: I am not sure whether they are all still fresh in our minds. However, here is the reply booklet. I do not want to deceive anyone into thinking I can do the response to the questions in 15 minutes.

I want to talk about an item that was raised close to the end of the opening remarks of Mr. Andrewes. It was also raised by Mr. Cooke. It deals with the question of correspondence, which is an item that causes considerable concern. It is a problem that does not limit itself to one or two parties but in fact concerns all three, since I have also heard from my own caucus colleagues about it.

In many ways, in our attempts to be helpful, we sometimes require considerable time to respond to some questions generated by members, particularly the opposition critics, whose

questions require more deliberation than others because they are very searching and require preparation. That having been said, I want to improve our turnaround time. Where it appears there will be a delay in responding to your questions, we hope we can acknowledge your correspondence and send out an indication that considerable preparation is needed; so that will allow us at least to keep you informed of the status of your correspondence.

I have been told we are receiving between 80 and 100 letters per day in the ministry. We probably received a few more than that last spring and summer and during the discussion of certain issues, which tended as well to cause us problems in generating responses to inquiries from individual members. We will be looking at how we can track the progress of letters much better, and we are looking at ways of cutting down on the volume of written responses by contacting people a little earlier and trying to decipher the meaning of some of the inquiries or at least isolating the prominent issues.

I have been told we have received about 25,000 form letters on the issue of extra billing, for instance. That indicates the level of activity required in turning around the correspondence. I have retained my pens and signed my correspondence; I recall a former minister looking at me in the House one day and saying I was not supposed to be doing that this long into my term, but I still review and sign the letters. On some occasions, my request for changes in the way letters are worded may also add a bit of time, but I will keep an eye on that and I will try to do better in responding.

If you have a letter outstanding, I appreciate hearing about it in a note in the House or whatever; it is something I encourage from the individual members. If there is a long-outstanding problem, I hope the critics will feel able to come to me directly and say some things need to be done with respect to particular correspondence. I wanted to deal with that issue first because I think it is a very important item. I would appreciate your keeping me informed if there are any outstanding problems. That goes for not only the critics but also all the members, because I understand fully how helpful a timely reply is on occasion.

A lot of items came to my attention during the opening statements. I am not exactly sure how we will handle all of those, except I that could say with respect to nursing homes, as a way of leading in, that we have a number of questions that I hope will be dealt with in our discussion of

proposed amendments. I will be speaking directly to the critics on a number of those items as we deliberate a little while tomorrow. Perhaps I will leave my nursing home comments for that section or even after we discuss proposed amendments or whatever, and we can come back to that discussion later.

Mr. D. S. Cooke: What is your expectation of how we are going to deal with the bill that will be introduced tomorrow? What is your time frame?

Hon. Mr. Elston: The bill itself will not be passed before the end of the year.

Mr. D. S. Cooke: I know that.

Hon. Mr. Elston: I really do not know, with the exception that I know it will go to committee. It will be helpful for us to go into committee and take a look at it. I presume it will have first reading and then second reading when we come back after Christmas. At what time after Christmas, I do not know. I hate to say anything that will cause my House leader and the other House leaders any problems, but it will depend on them; I suspect they already have an understanding of how certain legislation is to be tracked.

Mr. D. S. Cooke: However, it is your expectation that the bill is going to come to this committee.

Hon. Mr. Elston: I suspect it will be this one. This seems to be the logical one; but if it is not this committee, I do not know which one it will be.

Mr. D. S. Cooke: I meant an outside committee as opposed to a legislative committee.

Hon. Mr. Elston: I expect it to come to a standing legislative committee, and I presume it will be the standing committee on social development, which seems to be the reasonable one. I cannot comment on how it will proceed from there, but I am sure that will be a part of our work.

Mr. Chairman: I doubt this will be more helpful but, rather, will add more confusion to it. Unless we are given further estimates to do, my guess would be that we would have a lot of time left in the proposed period of sitting after completing estimates—enough to be able to deal with some legislation.

Mr. D. S. Cooke: If the committee travelled, it would have to be during the break.

Mr. Chairman: Exactly. That would be in conflict with the select committee on health, of which many of us are members.

Hon. Mr. Elston: That highlights the difficulty, because a number of the same members who

would be involved with this committee are involved with that other select committee.

Mr. Andrewes: Which one would you like to leave Dr. Stephenson in charge of?

Hon. Mr. Elston: The critic for Her Majesty's opposition has asked another one of those questions that I may have to deliberate on for a short time. To be quite honest about it, she would obviously make a valuable addition to the select committee. She has probably been in the middle of the health care field longer than most of us assembled here, with the possible exception of the deputy. Her valuable experience would be worth while noting for those involved in the committee.

Mr. D. S. Cooke: Which one are you going to be on, Mr. Andrewes? Then we will know which one she is not going to be on.

Hon. Mr. Elston: There is a certain need for me to proceed rather than comment further. I will not say anything more.

I want to say a couple of things about Bill 94, which was raised by both Mr. Cooke and Mr. Andrewes. Mr. Andrewes made some incredible statements about the efficacy of the bill. I cannot possibly agree with some of the things he said in his opening remarks, alleging the system was going backwards. Perhaps I will state that from my standpoint, Bill 94, the Health Care Accessibility Act, has been a step forward. It has brought us in line with a number of other provinces that have been able to come to agreement with their associations. I note the Alberta situation where an agreement was recently reached between the association and the government.

16:10

I was somewhat concerned about the comments of Mr. Andrewes prodding us to deal with the question of enforcement of the bill and otherwise, as did Mr. Cooke. I was more concerned about Mr. Andrewes's questions and concerns because I understand his leader has promised to repeal the bill if he ever finds his way through his current difficulties. From that standpoint, it is intriguing to have Mr. Andrewes's representations to us on this important piece of legislation. It might be well to have the official opposition clarify its position as to whether it intends to have Bill 94 remain in place. I presume, because he is concerned about its enforcement, that in fact it would be their intent to leave it there.

Mr. Chairman: As you know, that leaves it open for debate, since you have invited it.

Mr. Andrewes: Our position relative to Bill 94 is not something that is up for discussion. Our position is that the Legislature passed the bill. Whether we agreed with it or not, the Legislature passed it. Obviously you have some problems with the enforcement mechanism. I would like to know what the problems are, as does Mr. Cooke, I believe.

Hon. Mr. Elston: Our problem is that it is difficult to pin down you guys in the official opposition as to whether you have any position at all. But you are probably right, we should not spend much time discussing your positions; that might take up more than the nine hours available to us.

In any event, I will tell you a little bit about where we are currently. As I understand it, we have about 90 people who have been reimbursed about \$5,000. Those are the latest statistics. We are in the process of assembling information as to how those reimbursements relate to individual physicians—whether more than one patient has been reimbursed more than once or whether there is a doctor who has been at the heart of the problem on more than one occasion. We are looking at the question of accumulating information that would allow us to use the administrative mechanisms inside.

Mr. D. S. Cooke: Are you saying that the first time a doctor extra bills, aside from not even using the provisions for applying for prosecution, the position of the minister is not even to attempt to recover the money from the doctor?

Hon. Mr. Elston: Not at this point. We are looking at the pattern that has resulted from the introduction and passage of the bill. I had indicated to people in the ministry that we should be most concerned about making sure the people were reimbursed rather than getting into problems of—

Mr. D. S. Cooke: In other words, on the first occasion a doctor extra bills, it pays him to extra bill. If he does it a second time, it still might pay. If he does it a third time, it still might pay and eventually he might get the recovery.

Hon. Mr. Elston: No, that is not true. I have said we will deal with patient inquiries. I had expected a large number of patient inquiries early. I wanted to be sure we handled patient inquiries first and then tracked our administrative abilities to collect the money. I have not said we would not collect the one, two or three.

Mr. D. S. Cooke: When was the first case of reimbursement?

Hon. Mr. Elston: I do not know an exact date. I am not sure. Ron LeNeveu, the assistant deputy minister, is in Ottawa today and I am not sure as to the date. I will try to find out for you when that was.

Mr. Andrewes: How many inquiries are outstanding?

Hon. Mr. Elston: There have been about 250 requests. We have received 128 declarations so far and we have reimbursed 90. We still have a list of people to contact and follow up with to get details of what was being charged for and billed.

Mr. D. S. Cooke: It has been a few months since that first person was reimbursed. Do you mean to tell me that for the first person who was reimbursed, you have not determined whether you are going to recover the money from the doctor who obviously broke the law? Otherwise, you would not have reimbursed the patient.

Hon. Mr. Elston: That is not what I have indicated. That is what you are saying.

Mr. D. S. Cooke: I am asking you. How long does it take?

Hon. Mr. Elston: We are doing the work that requires all the contacting and necessary dealings with the patient. Although we have 128 declarations from patients, that does not mean those are the only inquiries. My initial efforts have all been directed towards helping them.

Mr. D. S. Cooke: There are 90 people who have been reimbursed.

Hon. Mr. Elston: Yes.

Mr. D. S. Cooke: The first person had to have been reimbursed several months ago. Has there not even been a determination on the ones who were reimbursed early on that you are going to recover the money from the doctor? Can you explain how the collection from the doctor who extra billed is ever going to occur? What is the mechanism that will allow you to do that?

Hon. Mr. Elston: It will occur because we can make a reading of whether we flow amounts to them as payments under the Ontario health insurance plan.

Mr. D. S. Cooke: Are there any doctors to whom there is no flow of OHIP money?

Hon. Mr. Elston: Yes.

Mr. D. S. Cooke: That is contrary to what you indicated during the Bill 94 debate.

Hon. Mr. Elston: No, I did not say there were none. I said there were some for whom there would be no money flowing out of our system.

Mr. D. S. Cooke: Have you determined whether any of the doctors of the 90 patients who

have been reimbursed have no reimbursement under OHIP?

Hon. Mr. Elston: I understand there is at least one.

Mr. D. S. Cooke: What is your expectation? How do you plan to handle this? Are you going to continue to let the doctors defy the law?

Hon. Mr. Elston: When I first started to tell you a bit about this, I indicated we are now in the process of putting together the data required to proceed to do just that in terms of collections.

Mr. D. S. Cooke: I do not understand that. You have already reimbursed 90 people. There has been a determination in 90 cases that there has been extra billing. How do you plan to handle those 90 since it has been determined that somebody broke the law?

Hon. Mr. Elston: We are in the process of putting together the data that allow us to proceed; to provide the notices and to do all the stuff necessary to use the administrative provisions of the bill.

Mr. D. S. Cooke: Your whole expectation of those 90 instances is that money will be collected.

Hon. Mr. Elston: That is my expectation.

Mr. D. S. Cooke: How long will it take before that gets under way?

Hon. Mr. Elston: I am not exactly sure. It will be in the new year.

Mr. D. S. Cooke: What is your plan likely to be with respect to the one doctor—there may be others—who has defied the law and to whom no money flows from OHIP? Are any charges going to be laid under the act?

Hon. Mr. Elston: There have not been at this stage.

Mr. D. S. Cooke: I realize that.

Hon. Mr. Elston: We are looking at the information that is being assembled by our people in the ministry to help us make our decisions on how to proceed with those people.

Mr. D. S. Cooke: Has the ministry thought of doing any kind of public education program, such as advertising, to let people know that they do not have to pay until they get reimbursed from OHIP and that there was a Bill 94?

Hon. Mr. Elston: Material is being generated that discusses that very issue. I am not sure of the status of that material, but I have seen some drafts of ideas that would allow us to distribute information to the patient. Reimbursement cheques from OHIP to people who were billed

directly indicate that if there is a difference between our cheque and the amount that was paid, there should be contact with the physician to discuss any deviation.

Mr. D. S. Cooke: I have seen that.

Hon. Mr. Elston: The patient should then come to OHIP directly. We will get into the process of checking into the charges and send out a declaration, if that is indicated.

16:20

Mr. D. S. Cooke: Why would it not be appropriate to use radio, television and newspapers to let people understand what this bill is and what the mechanisms are? This would be a good example of public expenditure on advertising, not just a pamphlet. My God, when an election campaign is on, we have to get election pamphlets together in 24 hours. The bill has been passed since June. It has been nearly six months and you are still working on a public education pamphlet. That is kind of strange and slow. It does not seem as if you want to prosecute doctors, collect the money or inform the public.

Hon. Mr. Elston: I could have somebody in to indicate to you how we put our pamphlets together, but I am not sure you would want one of our pamphlets to be put together.

Mr. D. S. Cooke: No. There would probably be an audio-visual to go with it.

Mr. Jackson: It would need to be bilingual, so it would take twice as long.

Hon. Mr. Elston: That is not true. That could be your perspective on these items, Mr. Jackson. It takes some time to put these pamphlets together and have the appropriate wording.

Mr. D. S. Cooke: Come on, it does not take six months to put a bloody pamphlet together to tell people about Bill 94.

Hon. Mr. Elston: You may not feel that is an appropriate time, and I will take that as a criticism from your point of view. However, I can tell you the pamphlet will be available. The public gets told directly in the reimbursement cheques.

Mr. D. S. Cooke: That is great for people who have already understood the bill and therefore complained and been reimbursed.

Hon. Mr. Elston: I said before I was not talking about the cheques for the reimbursed patients on OHIP, but the others' cheques.

Mr. D. S. Cooke: I understand the information that is now available goes out with the reimbursement cheques.

Hon. Mr. Elston: Not those reimbursement cheques, because those people are already in the system for having their excess returned to them. The reimbursement cheques I was talking about were where the patient had been billed directly. We are sending out the OHIP cheques to them to reimburse them for the service they had paid for. Those people are all advised to check with their physician and OHIP.

Mr. D. S. Cooke: You do not find it strange that it would take six months to put a pamphlet together?

Hon. Mr. Elston: I would far sooner have the pamphlet correct in all respects.

Mr. D. S. Cooke: It does not say much for the people who are putting the pamphlet together if you are worried that it takes six months to get it correct.

Hon. Mr. Elston: I will take it up with the people who are putting the pamphlet together and express your very agitated state about the length of time it takes to put together the pamphlet.

Mr. D. S. Cooke: It would look better if you were expressing that you are upset.

Mr. Andrewes: What proportion of the 90 you have reimbursed would fall into the area of uninsured services?

Hon. Mr. Elston: I do not know.

Mr. D. S. Cooke: There should be none.

Hon. Mr. Elston: None. We have seen these, no matter how they are characterized. They might be characterized as being uninsured services, and we made a determination that, in fact, they are. I do not know how many people have tried to characterize them in the fashion in which there would be a review board hearing and otherwise.

My deputy has just shown me information on the nature of the complaints and declarations we have received. I will go through the list.

Complaints have been received on completion of forms. For instance, we have heard from the member for Sudbury East (Mr. Martel) about a northern health-travel grant form. Some of them are for materials and supplies, missed appointments, transferring of medical records, telephone advice, prescription renewals, and there have been annual charges including those items above. There have been surgery booking fees and standby fees, which are the items we talked about most, particularly with obstetricians recently. There are office booking fees—\$10 or some amount being charged to get you on the list for an appointment—and storage of medical records fees. Completion of OHIP claim cards has been

charged for in some cases and there has been a charge for malpractice insurance.

There is a very large number of items that could be included in declarations that someone might contend are items that are not paid for otherwise. We have made a determination in cases that some or all of those were contrary to the legislative intent of the Health Care Accessibility Act and have reimbursed on that basis.

Mr. Andrewes: Have you had any legal opinions internally, relative to the enforceability of the legislation?

Hon. Mr. Elston: None that prevents us from enforcing it; I think that is the point of your question. My information is that, first, when we put the system in place, it was put in place as an enforceable system and it still is looked on as being enforceable legislation.

I am not sure whether people are interested in a breakdown of the 90 that we have so far.

Mr. Chairman: I presume they are. Are you?

Mr. Andrewes: I am, if it can be done quickly.

Hon. Mr. Elston: You do not want me to go through these 17 pages?

Mr. Andrewes: No, just summarize.

Hon. Mr. Elston: There are 56 we have characterized for statistical purposes as "extra billing" reimbursements. There is one with respect to a completion of form, which I suspect would have been characterized as an uninsured service. We have 23 that dealt with office fees and seven that dealt with additional charges for surgery. That gives us a total of 86. Then we have psychiatric standby fees.

Mr. D. S. Cooke: What do they stand by for?

Hon. Mr. Elston: They suggest that if you need assistance in the middle of the night or whatever, you are free to call them at a particular number. Those have been listed for us as well.

I might point out that we know about the obstetrical standby fee, but as yet we have not had any inquiries we have reimbursed.

Mr. D. S. Cooke: You have had inquiries about standby fees?

Hon. Mr. Elston: Yes.

Mr. D. S. Cooke: You have not reimbursed because—

Hon. Mr. Elston: We do not yet have declarations, as I understand, which are required for us to do the reimbursement. We have to have some evidence, such as the declaration we require, upon which we can reimburse.

Mr. D. S. Cooke: However, it is your view that a \$200 or \$100 or \$500 standby fee for obstetricians is contrary to Bill 94.

Hon. Mr. Elston: That is my feeling, in the way they are being set out in those letters. My concern is that we know obstetrical practices are charging standby fees. We are aware of them, but we have not yet received the inquiries that would tell us how extensive they are.

I know there is a considerable amount of pressure in the field from obstetricians who are practising, and from general practitioners who are practising outside Metro Toronto, for instance, who might use the obstetrician in Metro who is charging standby fees. There is a considerable amount of discussion inside the profession right now about those fees, but at the moment we are very low on those inquiries from a statistical standpoint.

Mr. D. S. Cooke: This is a good area for you to understand why it is important to do something immediately to let people know. A lot of women do not know standby fees are illegal. Many of them feel very vulnerable, since in most cases the fees are due a couple of weeks before delivery and they do not understand or know what their rights are because nobody has told them.

16:30

Hon. Mr. Elston: I have two points. One is that I am not sure education alone is enough. You put your finger on one of the other problems. People, while under care and in need of assistance, may not be as apt to use a system early on. We are looking to see whether or not we may get some further inquiries as time passes from that group of patients.

Even though people may be well aware of the ability to do certain things, we have to wait to see, if they report later, why they chose to wait and take a run at—

Mr. D. S. Cooke: Has the ministry ever thought of doing what our research department does, which is phoning some of the obstetricians to see how extensive the extra charges are, rather than waiting to hear about it?

Hon. Mr. Elston: Do you mean phoning individual obstetricians, saying, "This is the Ministry of Health; tell us what your fees are"?

Mr. D. S. Cooke: For example, all you have to do is call one at Mount Sinai and you will find they are all still charging standby fees.

Hon. Mr. Elston: Perhaps Dr. Murray would like to advise a little bit about the uninsured service review, if he has any information that will be of help or in addition to what we have.

Dr. Murray: When we get a telephone inquiry saying, "Is this proper as extra billing or is it not?" until such time as we have a document we can deal with and investigate, we are at a bit of a loss.

I have personally made telephone calls to some obstetricians. Most outside of the Metropolitan Toronto area are not charging a standby fee. They do not call it a standby fee.

At times, because they have not billed for uninsured services when they were opted-out and could bill whatever they felt the service was worth, we find they want to make up their income so that they are now billing for uninsured services such as telephone advice, refill of prescriptions and having a patient come in for minor things through the duration of a pregnancy and not billing for the assessments because they are seeing them once a month for prenatal visits and they have to explain in full if they are providing more than the monthly, bimonthly and weekly visits. They have to explain why those additional visits are being made. They throw this into what they call an uninsured-service fee.

Mr. D. S. Cooke: Sure, but that is an insured service if it is a required visit.

Dr. Murray: It may or may not be. It may be a matter of the obstetrician wanting to see the patient if the patient has developed something that is not really a complication of her pregnancy.

Mr. D. S. Cooke: Phoning in for a medical reason would be an insured service.

Dr. Murray: Without getting into the nitty-gritty, your obstetrical patients often call you about things that are not medically involved. For instance, "Can I drive to Expo in Vancouver with my husband?" They are going through the shopping centre and drop into your office: "I just have a question for you." You cannot bill for that service.

Mr. D. S. Cooke: They do now, I guess.

Dr. Murray: Most do not, let us put it that way.

Mr. D. S. Cooke: There are a large number in Toronto who do. Basically, you are saying the ministry does not do anything to determine how extensive these charges are. The ministry waits at the end of 965-1000, the number where people can make inquiries. I think all members of the Legislature were given a number when Bill 94 passed, but no one has bothered to tell the public about the number. People outside Toronto, of course, cannot call.

Dr. Murray: That 965-1000 is actually, shall we say, the general manager's satellite office in Toronto that handles, basically, VIP calls.

Mr. D. S. Cooke: The memo was different from that.

Dr. Murray: In fact, this is what is happening. We have 18 district offices across the province that are all accepting inquiries. They are all responding to these inquiries. If there is a doubt at all, we are encouraging our office staff to send the patient a declaration for consideration.

In our investigations so far, we have run into a couple of situations where a patient has paid a doctor's bill of \$60 and got an OHIP cheque for \$33.50. The patient forgets that her husband was in during the time and that she has still not received the OHIP cheque for him. Two weeks later they get their OHIP cheque. For us to reimburse there would be wrong.

We wait it out, look up the claim reference file to determine who was in to see the doctor—whether these visits add up to \$50 or \$60—and then contact the patient and say, "Did you not remember there was another call?" As I say, we get these declarations. So far, we have not had a declaration to ask for reimbursement for a standby fee as such, pure and simple, because then we would go through—

Mr. D. S. Cooke: Not too many people believe a standby fee is illegal. I read in the paper that the Ontario Medical Association says such fees are legal. There has not really been a clear statement from the ministry.

Dr. Murray: If the College of Physicians and Surgeons of Ontario takes this problem and discusses it, it is putting itself into a situation where the doctor has made a contract with the patient, not to perform that particular insured service but to be available six, seven or eight months hence and throughout that period for that patient, which is not an insured service.

Mr. D. S. Cooke: That is the college's position. What is the minister's position?

Hon. Mr. Elston: From our standpoint, the problem with the standby fee is the way it is characterized. Two of its aspects are very disconcerting. One is the demand for upfront payment, which is an area the college becomes involved with right off and one about which I have very specific concerns. The second part is the situation where there is a barrier to service. I am very much concerned about that and see us taking some action.

Mr. D. S. Cooke: I agree it is a barrier to service. That it is a barrier to service in itself does not make it illegal.

Hon. Mr. Elston: It may prevent access to necessary services. That does run afoul of our system, which is to make available a system of medical services. Anything put up there to prevent that prevents us from carrying out the mandate of providing service.

Mr. D. S. Cooke: I agree, but I do not know what law that breaks.

At some point, you have to clarify it and either make it illegal or stand up and say you are not going to make it illegal. Some of these doctors are charging \$100, then \$200 and then \$200 at the end of each trimester. That is not asking for a standby fee before the service is delivered in the way the doctor describes it. He asks for it at the end of each three-month period, so the standby fee has been provided. That would not violate provisions governing upfront charges.

Hon. Mr. Elston: Again, it depends on the actual situation. If the fee is required to be paid before the doctor accepts you for your second trimester, presumably that would cause some problems.

Mr. D. S. Cooke: Just a few weeks ago, a friend delivered in the first week of December. That is when she was due. She owed the \$200 for the standby fee on November 30. That was a standby fee for the entire time she was pregnant. That was not demanding the money up front. He provided the service for eight and a half months. Is that legal?

Hon. Mr. Elston: I will have to take a look at what was provided and how it was provided. Although we have talked generally about that case, I have not seen its specifics. If you are asking me to render an opinion here on that situation, I cannot do that.

16:40

Mr. D. S. Cooke: What you are doing is pointing out the real difficulty, which is that no one has clarified it. It is not the role of the College of Physicians and Surgeons of Ontario; its role is only to determine whether the fee is excessive and enforce that section of the Health Disciplines Act. It is not the role of the Ontario Medical Association to enforce any kind of discipline on this matter. The only ones who have responsibilities are the minister and the ministry.

Hon. Mr. Elston: Agreed.

Mr. D. S. Cooke: At this point, that has not happened. You made a statement after the OMA put out its letter saying that, in your opinion, standby fees were illegal. What you are saying to us today is that they are not really illegal. If they

are asked for up front, they are illegal, but if they are asked for after the fact, they are not illegal.

Hon. Mr. Elston: You have probably put the wrong characterization on it. I have said they are unacceptable. I guess the illegality is a question you would like to explore further. We could have somebody come and provide some kind of legal opinion for us, but I do not find standby fees acceptable. Whether you want to characterize them as illegal or legal is your position.

Mr. D. S. Cooke: What difference does it make whether you or I find them acceptable or not? I do not find them acceptable, so we agree.

Hon. Mr. Elston: You and I agree, and that is government.

Mr. D. S. Cooke: It does not really matter what you or I think. There are a lot of doctors out there who think they are acceptable.

Hon. Mr. Elston: The situation is one where we can examine each case very thoroughly to see exactly what was done. If nothing was done for that standby fee, it seems to me, in many ways, no service was delivered.

Mr. D. S. Cooke: Doctors say a service was delivered; they stood by in case something happened.

Hon. Mr. Elston: Let us take a look at the specific case of your friend, for instance. Give us the details of that, and we will take a look at it.

Mr. D. S. Cooke: If I could, I would, but she asked me not to discuss details. She does not want to have a negative effect on the relationship with her doctor. She does not feel she is in a position to be able to go after her doctor.

Hon. Mr. Elston: Why do you not provide me with some material based on information you have and indicate it is a hypothetical question that I can take a look at from my personal standpoint to see what I think of it?

Mr. D. S. Cooke: You know what these guys are doing.

Hon. Mr. Elston: I already said that at the beginning. We do not have the declarations in yet, but I know people are charging fees in the obstetrics section.

Mr. D. S. Cooke: You have not made a decision on the major fee, which is the standby fee. The reality is that you will have to bring in a regulation, an amendment to Bill 94 or something that gives you the ability to regulate these standby fees, because you do not have the power. To say simply that they are unacceptable to you does not mean anything to the doctors who are charging. The women who are affected are not

going to come to you and complain, especially in Toronto, where there is not a lot of choice. Not all these guys who are charging are rotten people. Many of the women have good relationships with their doctors. They are very good doctors. It is just that they are charging a fee that provides a barrier.

You have to make a policy decision and then you have to enforce it, because doctors are not going to eliminate it just because you say it is unacceptable. You said maybe we could get somebody in to give us a legal opinion. Have you had a legal opinion?

Hon. Mr. Elston: I am being somewhat inquiring, I guess, of your desire to declare legality or illegality.

Mr. D. S. Cooke: Is that not what it boils down to?

Hon. Mr. Elston: We are talking about getting into the second part of our work with Bill 94, the Health Care Accessibility Act, taking a look at the collection of reimbursements and analysing where we move from case to case. From my standpoint, experience is the best teacher, and our experience in collecting and solving some of the situations that have been reimbursed may help us to deal with your larger question of the illegality or whatever of standby fees. We are in the collection phase now.

Mr. D. S. Cooke: You have not reimbursed anybody those standby fees yet.

Hon. Mr. Elston: No, we have not. In the sense of a signal that is sent out about reimbursement, we will be.

Mr. D. S. Cooke: You passed Bill 94, you had a fight with the doctors and you do not want to collect from the doctors on the complaints we have had. You do not want to charge the doctors for violating the law and you do not want to do anything about the standby fees, all because you are desperately trying to avoid any more arguments or disputes with doctors.

Hon. Mr. Elston: No. In fairness to me, I did not say that; you said that. I am saying you are wrong.

Mr. D. S. Cooke: The evidence is clear.

Hon. Mr. Elston: You analyse it from your perspective and I will analyse it from mine, but I can say for the record that you are wrong. Perhaps we might have to agree to disagree on that situation.

Mr. D. S. Cooke: We could not only do that, but we could also hear Mr. Andrewes's perspective on this.

Mr. Andrewes: I will not challenge whether you are right or wrong. Has the ministry made some determination of which of the uninsured services are medically necessary? It is a question I put to you earlier. I am sure it is in that black binder.

Hon. Mr. Elston: I have that written down here. Part of the answer I gave you earlier was with respect to what might be included as medically necessary. Basically, there are all kinds of uninsured services that individual physicians would say are medically necessary. There are new procedures that are passed through the association, for instance, to determine whether they should form part of discussions around a schedule of benefits. I can think of two or three. Chelation therapy, for instance, is proposed as a medically necessary and effective benefit, which the association does not, on the whole, approve.

Mr. Andrewes: I am talking about these that are deemed to be uninsured that are being billed for now. Which of them would you deem to be medically necessary?

Hon. Mr. Elston: I am sorry?

Mr. Andrewes: Being an uninsured service, is a telephone conversation about a prescription medically necessary?

Hon. Mr. Elston: I see. You want to do these individually. Prescription renewals and things such as that are items that I would say are necessary to a person's health, for instance, but are not reimbursable. Do you mean a prescription renewal over the telephone?

Mr. Andrewes: Yes. You are saying they are medically necessary.

Hon. Mr. Elston: It would seem to me that if somebody needs a prescription renewal, it is a necessary part of his health. It would help if I knew specifically what your definition of "medically necessary" was, so that we could delineate a little bit better. However, a person needing a prescription renewal needs it for his health, presumably.

Mr. Andrewes: Yes.

Hon. Mr. Elston: Can you tell us what your "medically necessary" definition is, so that I could—

Mr. Andrewes: I have another question—

Hon. Mr. Elston: Let us skip on then.

Mr. Andrewes: —which essentially is that if, in your opinion and in the ministry's opinion, certain of these services are medically necessary or necessary for the good health of the patient—

however you want to describe it—then should doctors be reimbursed for them?

Hon. Mr. Elston: Once you tell me what “medically necessary” is, so that we can really get into your question, then perhaps I will be able to give you a more definitive answer. I can tell you that we have a number of items for which physicians provide service, but for which they are not reimbursed through the schedule of benefits.

In a lot of cases, the schedule of benefits is derived upon discussions with the association as to what may or may not be appropriate. That was the example of chelation therapy, for instance. There are lots of other situations where we do not reimburse people who provide procedures in their offices to assist people.

I can think of another item of which we talked in your opening remarks—somebody’s opening remarks—about environmental hypersensitivity. Some people would provide certain treatments for that; however, our schedule of benefits does not cover it.

There is a difference of opinion on that basis as to medical efficacy, perhaps. Certainly, the people who are proponents would say they are medically necessary.

Mr. Andrewes: Can I just remind you that, in response to one of Mr. Cooke’s questions in the House, you did say there is probably too much emphasis in fee scheduling on the whole question of fees rather than services.

Hon. Mr. Elston: Yes.

Mr. Andrewes: If you feel that way—

Hon. Mr. Elston: That is how the system has developed. The whole system developed around the numbers that were being reimbursed rather than what was being provided in the reimbursement. I think that has caused a distraction from what the main issue really should have been, that is, the service that was being provided through this system.

Mr. Andrewes: Is it fair to say then—

Hon. Mr. Elston: Probably not, but try me anyway.

Mr. Andrewes: Listening to you, is it fair to say you will advocate, in the next fee schedule, looking at the whole question of services rather than fees?

16:50

Hon. Mr. Elston: It is almost inescapable to think about examining the numbers, the fees. That becomes the focus of the discussion.

Mr. Andrewes: I appreciate that.

Hon. Mr. Elston: Be that as it may, I suspect we will have discussions as well about what is being provided.

Mr. Andrewes: You have this problem of uninsured services, and it is going to continue.

Hon. Mr. Elston: We have a large number of uninsured services. You just said we have this problem of uninsured services. We have a whole series of procedures that are delivered to people for which we do not reimburse, because we have made a determination that these items are required in the schedule of benefits. For instance, cosmetic surgery is not covered in our schedule of benefits, although some cosmetic surgeries are provided in other provinces. We do not cover them unless there is a need.

Mr. Andrewes: Let us not get off into the exotic field.

Hon. Mr. Elston: That is not exotic.

Mr. Andrewes: No, but the parameters are essentially that there is a patient-doctor relationship. I am going to the doctor for treatment for an ailment, and within those parameters, there are certain services the doctor must prescribe that are required to enhance my healing, for which he is not reimbursed, which are commonly known as uninsured services.

Hon. Mr. Elston: I am not sure I follow you.

Mr. Andrewes: My concern is that within those parameters, the question of uninsured services needs to be addressed by you. The college has said it cannot take any responsibility for them. It cannot define them. It has to be worked out between the government and the OMA.

Hon. Mr. Elston: That is a better way of setting out the problem. It is not that it cannot deal with them, but that it cannot define them.

Mr. Andrewes: It cannot define them. That is what it has said.

Hon. Mr. Elston: Yes. That is different to saying it cannot deal with them, but its role is not to define them. I agree with that.

Mr. Andrewes: Who is going to define them?

Hon. Mr. Elston: I suspect that is something that is going to have to be done between us and the association. That takes us back to the question. Your question to me was, “Will you advocate, not exclusively but specifically, to discuss service as opposed to fee?”

Let me start off by saying no. One has to address the fee. It is the reason for being there.

Mr. Andrewes: I know very well you are going to have to talk about both.

Hon. Mr. Elston: We are doing that.

Mr. Andrewes: However, the college has sent you a signal that it cannot be the mediator in this thing.

Hon. Mr. Elston: It cannot be the body that defines.

Mr. Andrewes: Or the enforcer or the mediator; that is right.

Hon. Mr. Elston: With certain exceptions to that; it has particular roles to play.

Mr. Andrewes: But the fee schedule needs to address this issue and to resolve it.

Mr. D. S. Cooke: You are going to solve the problem by dealing with it in the fee schedule.

Hon. Mr. Elston: Maybe what we can do is to move to Bills 54 and 55, although I will not say much about those, because I understand we will be talking more specifically about them tomorrow.

Mr. Harris: We are on uninsured services. Maybe if the chair concurred and the committee concurred—I know I have at least the ear of the chairman, because I have thrown that ashtray away, and I do not plan to smoke while I am in this committee.

Mr. Chairman: Then you are very welcome.

Mr. Harris: If I can raise an example of uninsured services that gets into the whole problem, it is the in vitro problem. I do not know whether you have talked about that yet in the light of this, but maybe I can use it as an example.

I wrote to the minister on behalf of Mrs. Janice Walters of North Bay, who was in the in vitro program at Toronto East General and Orthopaedic Hospital. She felt she had been given an assurance of a timetable. I do not want to get into all the technical details of her problem, but her doctors indicate the one ovary she has left is deteriorating to the extent that her window of opportunity on in vitro possibilities is rapidly closing.

You can understand her sense of frustration when it was indicated to her that she would not be able to start in the program on the date she thought. In fact, the date was moved to more than a year past that time. I wrote to you on that and you responded that the Ministry of Health funds these programs. "Once funding was provided, the hospitals were told to cease charging patients for this program. By funding these programs, greater access for all Ontario residents is assured."

I take exception to that. I might accept that equal and less access is now being offered to patients, but greater access has not been offered. The doctors—and in the case of Toronto East General it is Dr. Kroach—have indicated a number of things. One is that the Ontario health insurance plan fee schedule is not enough to cover the procedure. Dr. Kroach has cut back substantially on the number of those procedures that he will perform. Second, a number of things are not covered by OHIP for which, if he is going to carry on, he is required to charge separately. These would be the uninsured portions of this.

The situation facing this individual, and I am sure many others, as a result of this is that she has now applied for and received a list of every hospital that performs in vitro fertilization and is now applying around the world. I understand she has been accepted in England. It looks as though it will be about a \$10,000 shot to fly over, stay there, take the test and what not. She is awaiting word from OHIP about how much of that it will cover.

I would ask you a number of questions. First, given the fact that access for these programs is less now than it was because of the controversy with the doctors involved and the ministry, do you not think, while you are getting through this process and sorting out your problems, it would make sense to fund those who have to go elsewhere for the procedure? Second, are you looking at the program and the fees you are providing to cover the insured portions? Is there any resolution on the horizon of whether it is going to be adequate so that the uninsured portions are not at a level that creates problems?

I am using a specific example, but I think it falls within this purview, before you move on to other sections of your estimates.

Hon. Mr. Elston: I do not think it falls within the purview of what we were discussing, but it adds an interesting discussion to our day's deliberations, in any event. It is an important question.

Mr. Harris: I beg the indulgence of the committee then.

Hon. Mr. Elston: You have opened up a field different from the one we were talking about. I do not mind all that much, because it is an extremely important one.

First, you have indicated that there is less access, and I take exception to that. At least, I disagree with you, and I do not take an exception to a disagreement. Before, as I understand it, we were talking somewhere in the neighbourhood of about \$1,400, which people were paying for lab

work and other stuff in the in vitro fertilization programs until October—

Mr. Harris: I am well aware of that because I have paid it myself to the in vitro program.

Hon. Mr. Elston: That was a totally uninsured service until October 1985. We brought that in. We are the only province in Canada that is sponsoring the insured service, and it is of substantial assistance to ensure that more people can make a decision to go into it.

17:00

Mr. Harris: I take exception to the use of the term "access." I would define "access"—and I said I would agree with you that there is now equal nonaccess or more equal nonaccess, other than for uninsured services. Do you have the numbers?

Hon. Mr. Elston: Did you say "more equal nonaccess"?

Mr. Harris: Yes.

Hon. Mr. Elston: You mean nobody is getting access to this?

Mr. Harris: I am telling you there are fewer people with access to it. Take the example of Toronto East General. You have given me the figures and you say there are more. How many were in the program at Toronto East General before? How many are in the program now?

Hon. Mr. Elston: I cannot tell you that, but I will try to find out.

Mr. Harris: It is far fewer because of the difficulties faced by the doctor who has to charge for uninsured services that he did not worry about charging before because he felt compensated enough on the charges he had. Now that he can no longer get what he considers to be a fee from OHIP to cover those charges, he is saying, "I have to make that up by charging for those things that I no longer charge for and that are not covered by OHIP." While he is having that hassle, he is saying, "The government can stuff the program, quite frankly, and I will do as few as I want and hope there is enough pressure on the government to address this issue." My understanding is that he is doing fewer than he did before.

Hon. Mr. Elston: I will see the sort of statistical information we can generate, but I will disagree with you on the nonaccess part of it.

Mr. Harris: Would you agree that if it turns out that he is accepting fewer patients than he did before, that would be less access?

Hon. Mr. Elston: I do not know whether that is right, but if he is doing that, the people who are going through it are probably paying less.

Mr. Harris: I acknowledge that they are paying less, but they surely are not getting greater access.

Hon. Mr. Elston: I do not understand all of the difficulty, inasmuch as we are providing service for which people paid the full shot and we are paying it through the budgets of the hospitals and other places. Are you telling me the guy is feeling cheated that he is not able to get it directly from the patient, and he is going to do fewer of them so that he can put pressure on us to increase the fees to the hospital?

Mr. Harris: I am neither defending the doctor nor advocating the doctor's case. I am saying that as a result of the doctor's feeling that he is not being reimbursed properly by OHIP for this service, he is faced with doing one of two things. He has indicated to Janice Walters that he can make far more money doing abortions, so he might as well do abortions. He is not doing nearly the number of in vitro placements that he was before. If he is in fact doing fewer, would you not agree that there is less access than there was before?

Hon. Mr. Elston: It may just be that particular physician, but I can tell you that from having provided that as an insured service not only at Toronto East General but also at the Toronto General—I think Toronto General and London have it as well. Where else? There were five sites. One was McMaster, I think.

Mr. Harris: All with waiting lists of anywhere from two to four years.

Hon. Mr. Elston: There is no question that there is large interest in the program. There is an incredible amount of activity in terms of access to the system, and we will continue to provide it as the only province in Canada that is insuring that service.

Mr. Harris: While you are providing this equal nonaccess, as I call it, most of the people I am talking to are now looking around the rest of the world to gain access to a program.

Hon. Mr. Elston: I disagree with your use of "nonaccess" and I think you should stop using the term. This is an area that you and I will have to disagree on.

The second question was about what we will pay for. We will not pay for transportation. We provide payments in emergency situations where people are required to be flown someplace for special treatment in an urgent situation. We will probably pay 75 per cent of the standard ward rate in any jurisdiction the woman is going to go to, if we are in agreement with her, or at least 75

per cent of the standard ward rate there, and it is England, I think. When she comes back, she can apply for that and we will reimburse at that rate.

Other than that, we do not pay transportation costs, nor do we pay accommodation costs while waiting to get into or leave the jurisdiction.

I am reminded that we pay the OHIP-rated costs of the physician there for the service.

Mr. Harris: Do you know what the OHIP rate is?

Hon. Mr. Elston: I do not.

Dr. Murray: A mixture of services is involved, and they are all on an individual fee-for-service basis. There is a laparoscopy to retrieve the egg, the hysteroscopy to implant the egg, the ultrasound examinations and about \$4,000 to \$5,000 worth of lab work.

Mr. Harris: One of the things that concerns me is that she is a resident of Ontario and she has been trying to get these figures and to determine how many thousands it is going to cost her to get the procedure within the time frame in which it is going to be of benefit to her.

After all her dealings with the government and her doctor, she has written to England, has been told yes, she is eligible for the program, and has received a list. England tells her it is 50 pounds for consultation. The preliminary laparoscopy is 600 pounds. If a laparotomy is necessary, there is a further charge of 100 pounds per day after the first two days. In vitro fertilization is 1,800 pounds for the first completed treatment. Then there are additional charges and all the little things.

In England they can tell her how much it is going to cost her. She has not been able to get an answer to: (a) how much it costs in Ontario and (b) how much she is likely to be reimbursed for it.

Hon. Mr. Elston: If we had those details, we could probably tell her.

Dr. Murray: It depends on the detail that is supplied. For instance, I know offhand that we pay \$109 for the laparoscopy.

Mr. Harris: You pay \$109. In England 600 pounds is about \$1,200. Is that about right?

Dr. Murray: Yes.

Mr. Harris: You cover 10 per cent of that.

Dr. Murray: However, 600 pounds is a bit of a ridiculous fee for the procedure that is done—in my estimation, anyway.

Mr. Harris: That is what they charge in that great state of socialized medicine that you seem to want to take us to, England. Is 1,800 pounds for the—

Hon. Mr. Elston: It is probably a private clinic you are talking about, a private hospital over there, not the social system.

Mr. Harris: No, the social system does not provide it, I do not think.

Hon. Mr. Elston: So it is a private hospital. It is not social medicine that you are talking about.

Mr. Chairman: It is Margaret Thatcher's system.

Mr. Harris: I am not sure what it is. Wherever she could find somebody to take her, these are the rates. If you have a social system anywhere in the world you can refer her to, she is willing to listen.

Hon. Mr. Elston: If you provide us with the data on what is required, we can tell you what reimbursement we will provide to her. However, that sounds as though a private clinic someplace has decided she may be a candidate, for high prices. I do not know.

Mr. Harris: What advice do you have for her?

Hon. Mr. Elston: Your question was, how much do we reimburse? I said 75 per cent of the standard ward rate, and then OHIP reimbursements for the physician. I cannot give you a number with respect to what their total costs are, but we could do so if you provided a bit more information to Dr. Murray, who can give you some idea of the detail of the reimbursement that is available.

Mr. Harris: She has done that, but I will do it as well. I do not want to take too much of the committee's time for the individual case, but I use it as an example of the whole in vitro program, as opposed to providing greater access.

You are providing such frustrating nonaccess that the program might as well not exist in Ontario. You are dealing with people who, before they go to an in vitro program, have probably been through five, six, seven or in some cases 10 to 12 years of a multitude of other tests and are usually reaching an age when they will soon be advised by doctors that they should not be thinking of bearing their own children. Quite frankly, to be then faced with a four-year waiting list is the same as nonaccess to them.

17:10

Hon. Mr. Elston: Do you happen to have the previous waiting list as well? You seem to be very up on this program. For the information of all committee members, we will get the information on what waiting lists and charges are like and provide you a little more information on what is happening.

Mr. Harris: Why do we not check it out? I will come back tomorrow in case I can get in on a supplementary.

Mr. Chairman: Exactly.

Hon. Mr. Elston: I probably will not have the information for you tomorrow. I have been advised that we have to move with the times.

Mr. Chairman: We will meet again, as they say. As the House leader, you will know.

Mr. Harris: Okay. Thank you for your indulgence.

Mr. Chairman: Thank you for your attendance.

We go back to the minister's reply. You have been a little slow about this. Could you speed it up a bit?

Hon. Mr. Elston: I will do my best.

Mr. G. I. Miller: It is going to be a long afternoon today. By that clock it is only a quarter after one.

Mr. Chairman: We still have another five hours or so, by my clock.

Mr. D. S. Cooke: Let us take it in question period.

Hon. Mr. Elston: I will try to pick out three or four things that we may be able to deal with quickly, but we will talk about Bill 54 and Bill 55 tomorrow. As I understand it, we are going to talk a little bit about pharmacy, but I want to make one point: I am in the process of receiving some help from individual members in clarifying problem areas. I treat it in a very serious manner, because they have brought forward some very good information about difficulties their local people have had. I do not mind receiving information from others along those lines as well. We will talk more specifically about information on Bill 54 and Bill 55. Perhaps at that time Mr. Cooke can raise a couple of questions he has about projected savings and things such as that.

I will say this much about the dispensing fee: We raised the dispensing fee on an interim basis to \$5.32, and we are in the process of setting up the chairman/fact-finder situation that was put in Bill 54. We are busy now trying to set up the teams and find that chairperson to assist us and come to grips with a decision on fees.

The other question was on the interim formulary. I should probably talk about that, because I suspect I will be dealing more specifically with questions of the current situation rather than the past situation.

Basically, the interim formulary was not available, because we did not have the information upon which to put it together. We could have put it together with information we had, but we determined that that information was not appropriate. With the co-operation of the Ontario Pharmacists' Association, we worked very hard in assembling the information, which we later found was not appropriate. It came as a bit of a surprise both to the association people and to us. We discovered that that was the case, and we had to start over again.

Mr. Andrewes: Prior to proclamation.

Hon. Mr. Elston: Yes, that was prior to proclamation.

Mr. Andrewes: I assume that when you gave notice that you were going to proclaim the bill, the information was easier to get.

Hon. Mr. Elston: We had some information, but until the bills were put in place, some groups were hesitant to provide information.

Mr. Andrewes: Was the timing between when the bills were put in place and when the interim formulary went out approximately two weeks or 10 days?

Hon. Mr. Elston: It was two weeks.

Mr. Andrewes: Were you able to collect satisfactory data in that period of time? I do not want to get too far off on this thing.

Hon. Mr. Elston: If you wish, we can probably go into that a little bit tomorrow. I will have the assistant deputy minister here tomorrow. In fact, Dennis is here now, but I think we will skip over a few of these items.

Our information was as good as we could get, and we refined some of the information between the time when we first tried to do the interim formulary and the release of the one that ultimately came out.

Mr. D. S. Cooke: I am going to miss part of tomorrow because of something else, but let me ask just one question. When the formulary went out, was the effective date December 1?

Hon. Mr. Elston: That is right.

Mr. D. S. Cooke: Therefore, anyone who charged the new prices on November 30 or November 29 was charging those new prices illegally.

Hon. Mr. Elston: Yes. The effective date was December 1.

Mr. D. S. Cooke: I had a couple of complaints over the weekend that—

Hon. Mr. Elston: People jumped the gun?

Mr. D. S. Cooke: —people jumped the gun. I told them I thought that was a breach of the law.

Hon. Mr. Elston: The effective date was December 1.

Mr. Andrewes: Did you have any complaints on the other side?

Mr. D. S. Cooke: I have had two calls, and both of them said, to my great surprise, that there were a couple of problems, but they were generally very pleased with the new formulary.

Hon. Mr. Elston: That does not mean there are not some difficulties, which have been expressed to me through some members.

Mr. D. S. Cooke: They gave me some examples.

Mr. Jackson: Which senior citizens' homes in the Windsor area do they work exclusively for?

Mr. D. S. Cooke: These were pharmacy owners.

Hon. Mr. Elston: Mr. Jackson, are you telling me by that interjection there is something we should check into?

Mr. Jackson: I will give you some stuff on that tomorrow.

Hon. Mr. Elston: I have some information from people who called me as well. I was surprised to find some saying that there are parts of the formulary and the regulations that they are very happy with.

Mr. Jackson: Have you had opposite reactions to the formulary?

Hon. Mr. Elston: Yes, I said I was surprised to find them happy.

Mr. Jackson: Which would be generally stylized as the majority of the calls you have received?

Hon. Mr. Elston: There are more people who note the downside of things than those who note the good side.

Mr. D. S. Cooke: That is not terribly unusual.

Hon. Mr. Elston: I asked whether there are areas with which they agree, although I have talked to people who have volunteered to me before I got around to that side of the conversation that there are parts of it—that is not the reason they initially contacted me. People call all the time about prices that are unacceptable. I am busy collecting information now to see exactly where those areas are. There are some real problems.

There are people—Mr. Cooke says they have contacted him—who have said to me that they

want to see this thing work and that there are parts which appear to be working, or at least provide the basis for working quite well.

I am not sure where to move next. Let us talk about the Ontario Council of Health and the Ontario Health Review Panel under John Evans, because those were the next couple of items raised by the official opposition critic.

Basically, the Ontario Council of Health was created some years ago but did not develop in latter years to the potential that was probably foreseen for it. It stagnated and in many ways we have to say it was left hanging. This might have had as much to do with the change in ministers and the process that developed around its initial construction as with what might have been accomplished by it. It might have been seen to have been a creature of the minister of the day who created it and might not have been able to respond well to successors, particularly if there were any personal competitions between the minister and his predecessor or whatever.

In any event, the Ontario Council of Health had not met any of the Ministers of Health in the two years before I came in. It was feeling a great deal of strain, first, about not having been contacted, and second, about not having been used in a constructive manner. It has not received any direction. From my point of view, it was difficult to see how the group might be rekindled to do work that had to be done. I made the decision that we would set in place a new way of dealing with some of the broader issues in the sense of helping to advise me. It would be a type of group to bounce ideas off.

The Evans panel is not that group. It is a formal group, as everybody heard announced, that is going to deal with the big questions in a broad sense. It will provide some thinking about the current state of affairs in regard to understanding the significant health problems in a larger context, rather than getting into day-to-day items, and will provide us in its initial report with a theoretical framework to attack a number of problems.

I think something was raised by Mr. Andrewes and perhaps also by Mr. Cooke about representation or lack of representation from the nursing sector on the John Evans panel.

17:20

Mr. Chairman: I believe it was Mr. Andrewes.

Mr. Andrewes: Working nurses.

Hon. Mr. Elston: In any event, one of the big problems of health care is that a lot of people would like to be involved in the process, and you

cannot have a committee of 200,000 people, which is the number of people directly employed in the health care system. That being the case, we have put together—

Mr. Andrewes: There are not 200,000 categories.

Hon. Mr. Elston: No, but there is a considerable number of categories of people who are representatives of health professionals. We will be regulating 25 health professions under the new legislation, for instance. This means we should have one from each of those, if you had a working nurse in addition to others.

Mr. Andrewes: To be fair, probably 50,000 of those 200,000 are nurses.

Hon. Mr. Elston: No, it is about 134,000 if you count registered nursing assistants. I am talking about the College of Nurses of Ontario.

Mr. Andrewes: That is better than 50 per cent. We are talking about 60 per cent of the health care professionals. You are building up the makings of an argument that they are indeed under-represented on the Evans panel.

Hon. Mr. Elston: Nobody is being represented from the profession's standpoint. That is not the role of this. The health professions legislation review was designed to speak directly to their professional role and component as they exist in the health context. The deputy brings to my attention that the Registered Nurses Association of Ontario provided a nominee who now is sitting on the Evans panel. What you are saying to me is that this was an inappropriate nominee. We will have to agree to disagree, but there is somebody there who is seen as having nursing experience and background.

Mr. Andrewes: I was passing on a complaint that has been registered with me.

Hon. Mr. Elston: By whom? We can probably track it down.

Mr. Andrewes: The complaint came from the Ontario Nurses' Association.

Hon. Mr. Elston: I will get back to the ONA. However, the deputy has just mentioned we have Mathilde Bazinet and Sister Winnifred McLoughlin, who also have nursing backgrounds, in addition to Dorothy Pringle who is with the Victorian Order of Nurses. In any event, I take it that the ONA would probably prefer to have a specific ONA representative. We cannot have a representative for all the associations in health. We surely have people who are aware of nursing. I have to agree with you that we do not have an official ONA representative.

Mr. Andrewes: Can I go back to the issue of the Ontario Council of Health and the Evans panel? I do not think I was attempting to make an argument with you about whether you should sustain the Ontario Council of Health. That is your prerogative. You are the minister and you can choose whether you have those advisory bodies. The only reason I raised it was that it is important that the government have access to some broad-based, representative group that can give advice on macro issues rather than on individual issues.

Hon. Mr. Elston: That is why we have estimates, so you can help me with broad-based reviews of these questions.

Mr. Andrewes: The estimates help. I assume the concept behind the council was designed that way. The Evans panel should help. The standing committee will lend itself to this.

Hon. Mr. Elston: In fairness to the council, you are probably very right. When it was originally conceived, the whole idea was that it be there, but it seems that it somehow never evolved from its infancy. You have to have an ability to grow in the mandate, and as you get into that broader view, not provide a sort of bur under the saddle for a minister by doing certain things on your own.

We have these discussions with council. How do you be constructive and yet perceive the general trends on a theoretical basis for decision-making? They seemed to be very much constrained in their evolution by two things: first, considering items that were timely and of interest to a minister; second, considering them and reporting in a manner that was, from their standpoint, worth while, and, to protect the minister in many cases, not of such a nature as would generate a lot of controversy and undo the relationship that is required if the council is to be an adviser.

It seems to me the idea is right but the mechanism has not yet been developed that will provide the ability for such a group to evolve. From a practical standpoint, these people may have been constrained. I do not want to speak for the council but it seems to me it never really got going. The rapid succession of ministers after it was initially set up probably did not help. Looking at the whole question of strategic planning, in many cases in a ministry such as the Ministry of Health, a rapid turnover of ministers does not help because things get started and changes are made.

Mr. Chairman: I would pass that along to the Premier (Mr. Peterson).

Hon. Mr. Elston: I am talking more in generalities. I am not preaching for a call or to retain the one I have. With bodies such as the Ontario Council of Health, there has to be a feeling of consistency and a feeling of being familiar enough with the direction of policy to be complementary in many ways. Never having got to know the ministers after it was first set up was not helpful to it.

Mr. Andrewes: The point is well taken.

Hon. Mr. Elston: It was not only because of the lateness when they were first set up and when there was a chance to know people. Direction is needed with such people, yet if you are looking at them examining the larger questions, you do not want to become so precise with your direction that you stifle the overview. There is a delicate balance in trying to work it out in terms of making it a functioning and reasonable body.

I am reminded of the general-advice areas and the specific areas. We can talk about any number of specific advisory groups. As you know, some probably have never seen a minister since they were first set up because of the large number of them. In some ways, as you mentioned earlier, Evans will provide some of the general vision to attack more specific problems. We also have the Bob Spasoff group examining our health goals in Ontario. It provides us with another, more general framework within which to receive advice in a more global fashion.

Mr. Andrewes: Moving right along; emergency services.

Hon. Mr. Elston: We are not moving right along.

Mr. Chairman: We must be almost finished at this stage.

Hon. Mr. Elston: I am prompted by the chairman to indicate that I have just started. I have several items. I am trying to put some of my notes together.

Mr. Chairman: I want to be careful who we are going to arouse from their seats to come up. Is it emergency services?

Hon. Mr. Elston: He mentioned emergency services.

Mr. Andrewes: I am only speaking up for Mr. Cooke.

17:30

Hon. Mr. Elston: I have it under ambulance services in my notes. I am just looking to make sure I do not have another note of it. It is very difficult these days. I took copious notes of what

you guys said during the opening statements. It is so difficult now to differentiate between the critic for the new Progressive Conservative Party and the New Democratic Party that I am having a difficult time figuring out who talked about which particular item in which manner.

Mr. Andrewes: I can give you my notes if you want them.

Hon. Mr. Elston: I want to make sure I have Mr. Cooke's and Mr. Andrewes's items raised in a way in which I can deal with them.

Mr. Cooke was asking about rationalizing the system and central bargaining and raising the whole question of where we are in trying to come to grips with ambulance services. I think we have already mentioned the volunteers, the private operators, the Ministry of Health and the hospital-operated services.

Mr. D. S. Cooke: And the city.

Hon. Mr. Elston: And the municipalities. There are five groups of them. Dennis Psutka, who is the assistant deputy minister for emergency health and special services will probably tell you a little better what it does to management, but it is a system that has a number of different management mechanisms and is not easy to handle.

I can agree with you, Mr. Cooke, that it is a difficult system in which to preside in as much as there are different levels of authority or at least different manners in which decisions are made vis-à-vis each of the services. It must make for a bit of a headache for the program people when they come to dealing with a private management-contract type of thing and then the hospital sector where there are different decisions to be made.

That being said, I have set to examining the whole system internally to see what components make it up and to see what options may be available. You have suggested one of them. At least you made a suggestion about dealing with central bargaining so that you would end up having the whole system under one system. I am examining what such things would do or what effect they would have on services; for instance, the impact that would be felt by volunteer services and the level of funding in those areas. I am looking at what might be accomplished by particular policy changes.

Mr. D. S. Cooke: In the meantime, what can you do to help the two small services where I assume there is still—I say this for my colleague in Middlesex and whatever—

Hon. Mr. Elston: Just Middlesex.

Mr. D. S. Cooke: The member for Middlesex (Mr. Reycraft). Are the people in Glencoe, Alvinston—is Whitby the other service? Are they both out around Whitby and Ajax?

Hon. Mr. Elston: Trenton.

Dr. Psutka: Whitby is not out; it is only Glencoe.

Mr. D. S. Cooke: Okay, but Whitby is in the midst of a dispute.

Dr. Psutka: Yes, there is a dispute.

Hon. Mr. Elston: There are a number of services right now that are at the table and some that are in a strike position that have not gone on strike. I thought Trenton was one of those as well, but they probably have not taken strike action, so we just have the one currently.

Mr. D. S. Cooke: There are five employees there.

Hon. Mr. Elston: Yes.

Mr. D. S. Cooke: The argument that you and other ministries have used in the past when agencies you and they fund go out on strike is: "It is local autonomy and local boards and local management. All we do is sit back and watch the strike and watch service be denied." I gather an argument can be made that in the Glencoe area the cost of providing the service that is not being provided by the strikers is as expensive or more expensive than settling the strike.

Hon. Mr. Elston: I am not sure of the exact number in the support group that is helping to cover the Glencoe-Alvinston area. We might be able to find that. The member for Middlesex has raised this with me on a number of occasions.

Mr. D. S. Cooke: I will have to cut out that one when I do my cut-and-paste to mail to the Ontario Public Service Employees Union.

Hon. Mr. Elston: The member for Middlesex is very interested in this, as are a number of members of all parties who have these strike situations looming around the area. Our situation is one in which the people either provide the management or they do not. In the situations where we fund and operate them, we sit down and make the settlements; in this situation, we do not.

Mr. D. S. Cooke: In this case, management made an offer of \$12 and something an hour—I have forgotten the exact amount—and was prepared to sign an agreement with OPSEU, based on approval from the Ministry of Health. Obviously, OPSEU could not sign that. It was not going to sign something that would take it out of the picture. It was all contingent on you, since

they knew what your response had been in other cases. The management in this case has offered a fair settlement; you are not willing to come in and fund it.

Hon. Mr. Elston: No. We have a situation in which there is a knowledge of the amount of increase available to the package. Then we have determinations within their management package—not their management package, which refers specifically to another item—to a total budget in their operations package, what is available to settle. The people who are managing know very well, or should know, the details of the money they have available to make a settlement. We are not a pass-through agency; that is, we do not rubber-stamp every settlement that is made.

Mr. D. S. Cooke: Their budget or the budgets of all these private ambulance operators—

Hon. Mr. Elston: Are well known to them.

Mr. D. S. Cooke: —would be set at a rate that would allow for payment of employees comparable to payment of direct Ministry of Health employees.

Hon. Mr. Elston: I am not sure that is the case, because we do not budget very highly for volunteers.

Mr. D. S. Cooke: Obviously, I am talking about ones that—

Hon. Mr. Elston: I do not know how they have put their budgets together in years gone by and what sorts of priorities a particular manager or former owner may have had for his system. Traditionally, we have looked at their packages and provided them with base adjustments.

Mr. D. S. Cooke: What are you willing to do to try to facilitate a settlement in this dispute?

Hon. Mr. Elston: We looked at what the people are going to be able to come up with as an agreement, but I am certain the manager fully understands what he has at his disposal. They must know the Ministry of Health is not in the business of pass-through. If they agree to settle at 15 per cent or 18 per cent, they may not assume the ministry is going to pick it up. We require them to examine their operating budgets and see what they can do to help their people.

Mr. D. S. Cooke: How do you reach a settlement in this case? How long has the strike been on now?

Hon. Mr. Elston: Since November.

Mr. D. S. Cooke: It is getting close to a couple of months.

Dr. Dyer: October 10.

Hon. Mr. Elston: October 10 was when they first went out.

Dr. Dyer: More than two months.

Hon. Mr. Elston: I do not know how this one started, but I know Doug will have an idea of the history behind it. As I understand it, when these things were put together—

Mr. Reycraft: It was part of a funeral home operation and a furniture store.

Hon. Mr. Elston: I realize that. A traditional service area has generated itself into an ambulance service. Originally, the service was officially established on a proposal that was put before us. It has been augmented with base adjustments from there on. Depending on what the proposal was in Glencoe, I am not sure it is the same as a proposal that was made for Whitby, for instance.

Mr. D. S. Cooke: The ministry is looking at its options in terms of some form of rationalization of our emergency health care, or ambulance service, in particular. You are examining the whole system to see whether there is a way of rationalizing the system.

17:40

Hon. Mr. Elston: I am looking at the system and I have to understand the components and how they operate currently. Having said that, I am not particularly enamoured of the current difficulties in managing the system. That is why we are examining the component parts to see what is possible. I cannot say that the Minister of Health is going to be able to step in and solve the situation in Glencoe and Alvinston in a manner other than that we worked on in the Hamilton situation the year before. It was also put out to long discussions.

Mr. D. S. Cooke: In this case there are only five people, so there are not the same kinds of pressures.

Hon. Mr. Elston: From my standpoint there are pressures there just the same as for everybody else. Services have to be delivered to people there. The number of employees is perhaps what you are really referring to. All of us recognize the need to augment service. What is interesting about the Hamilton situation—how long did that one go, Dr. Psutka; do you know?

Dr. Psutka: It went 12 weeks.

Hon. Mr. Elston: It went almost three months, but there were a lot more people to be served. During that discussion it was found things were being done that could be done in different ways. For instance, nonemergency

cases were transferred between hospitals by cabs at a considerably lower cost than that of our service. We examine the results of things such as that as well during the course of our discussions on the system as it is.

Mr. D. S. Cooke: I have to leave because I am going to the same place as Mr. Andrewes.

Mr. Chairman: You had better rush, because you are going to have to try to catch up with him.

Hon. Mr. Elston: My concern is that my two critics have been invited and I have not, but what else is new?

Mr. D. S. Cooke: It is not a health thing.

Mr. Chairman: You can be sure it is not healthy, whatever it is. With both Mr. Andrewes and Mr. Cooke involved, it is not healthy.

You will be happy to know, Minister, that on the list to speak on this very issue, even though you are bereft of official critics at this point, are the two remaining members of the committee who would like to ply you with questions. First is Mr. Reycraft, the member from Glencoe itself.

Mr. Reycraft: Since the service that is the topic of discussion at the moment is the one on which I depend—at least on those few days I get to spend in Glencoe now—and on which my family depends, it is one in which I am interested a great deal.

One of the chief irritants in the situation in Glencoe and Alvinston has been that employees for some operators have been able to achieve increases higher than four per cent. Specifically, the service in London at Thames Valley, where they got a seven per cent increase, is one that is often mentioned by those employees.

If the four per cent increase was across the board in Ontario, how are operators such as the one in London able to offer increases beyond the four per cent level?

Hon. Mr. Elston: Some people are able to examine their operation packages and find the flexibility within them to provide some extra funding. We did not give an increase in money to those people. They found it inside their own operating budgets, the same way as people found it last year.

Mr. Reycraft: When the operating budget or the allocation for each operator is approved, how detailed is that approval and how rigid is it? Are the operators allowed to shift expenditures from one line to another? Are there any restrictions?

Hon. Mr. Elston: We do not do the full budget for them, but it might be helpful if I could get Dr. Psutka to tell you a little bit about the budgetary process. Because you are talking

about London and Glencoe, perhaps we could deal with a private-operator situation, because we do have a management package which accompanies the operational budget.

Dr. Psutka: As the minister has been alluding to, there are various ambulance operations in the province. The private sector makes up about 68 of the services. There are also 64 hospital services, 32 volunteer services, five municipal services and nine ministry services.

The roots of the private services go back to the days prior to the government's funding of ambulance services when there were close to 400 ambulance services of all varieties in the province. Just about anyone could drive an ambulance, and probably anybody with a chauffeur's licence and a first aid certificate could set up an ambulance service.

There were all kinds of pressures from many areas for politicians at all levels to do something about this. A decision was made to begin to fund these services. We started off with a lot more than the present total of 178. When I first came here five or six years ago, there were more than 200, and there has been a gradual attrition and amalgamation of services.

On the private side, the private operators have two types of budget. There is a management compensation package, which they get from the government to pay for their management. It is based upon a call volume ratio. In other words, there is a certain number of calls to attain a level of pay; if the calls go up in increments, there are different levels of pay.

There is also an operational budget. As the minister has stated, the roots of this go back to tradition as to what was current or going on. Over the years this has been augmented either by inflation, by population growth or by needs of the service. The budget is negotiated each year; it includes the cost of manpower and operational costs, such as gasoline and things like that. As you know, the operators do not buy their ambulances; they are provided to them. The equipment is also provided from a central source.

Prior to the central ambulance dispatch, some operators also received compensation for dispatching. Starting about two years ago, in most areas where we have taken over and instituted central ambulance dispatch, there has been a one-time payment to operators in consideration of that.

You have also been stating that there is a discrepancy between services. I suggest that again depends on the fact that the services are not all unionized. Some of them are represented by

three major unions—the Canadian Union of Public Employees, the Ontario Public Service Employees Union and the Service Employees' International Union—and some of the hospitals have different unions. What you have is a pot-pourri of contracts.

There has been concern this year, for example, that the government services received a 15 per cent increase over two years. That was not negotiated as a pure ambulance settlement; it was a composite contract and the ambulance people happened to be lumped in with it. That has caused some anxiety out there.

The Metropolitan Toronto service is negotiated as part of a broader agreement that includes civil workers in other jobs. They are probably the highest-paid ambulance attendants in the province, but it is hard to say whether that reflects their duties as ambulance people or just a large civil service agreement.

I do not know whether there is anything else I can add. Is there another question? Does that help you?

Mr. Reycraft: If an operator's call volume in a particular year is a lot higher than in the previous year, is his allocation for the following year adjusted accordingly?

17:50

Dr. Psutka: If his call volume goes up and he goes past the incremental level where he is to get another management compensation increase, he would. There is a maximum level, however, whereby some of our larger services are not getting any increase in their management compensation. We are preparing an internal paper at this point to review that. As far as getting an increase or an enhancement for work load, this has to be negotiated each year and we do review that at budget time.

Mr. Reycraft: Does that not result in the operator being compensated a year after the fact? Is there some provision for a supplementary?

Dr. Psutka: There is. At the end of the year, we have settlements and this again is part and parcel of the year-end settlement process.

Mr. Reycraft: I also wanted to ask another question about the 15 per cent settlement. Perhaps that is what Mr. Jackson wants to ask about.

Mr. Jackson: Briefly, Dr. Psutka, when you talked about the operational budget, you referred to "governed by population inflation." Then you stated "needs of service." Would you expand on that a little? What do you mean by "needs of service"?

Dr. Psutka: I might have to listen to what I said back there. What I was alluding to is that the operational budget is dependent upon the utilization rate. For example, in an area that might have an influx—say two or three new surgeries went up in some of the communities surrounding Metro, maybe there was a new nursing home introduced or a new hospital built, or even a new surgeon might have moved into town—sometimes we may have an increase in utilization. Therefore, the owner-operator might find he would be using more gasoline; he might have to put in for more equipment.

Another thing that we find is that often if somebody is ill or there are service needs such as employee problems, back injuries, things like this, where there are people off work, they have to backfill. These also have to be taken into consideration.

Mr. Reycraft: On the 15 per cent settlement to ambulance people directly employed by the ministry, to which you made reference, you said they were a composite part of a larger group. How large was the total group affected by that agreement and what portion of the group was represented by the ambulance drivers?

Dr. Psutka: I stand to be corrected, but if I am not mistaken, that was the total bargaining package of OPSEU with government for all OPSEU employees. All the government service ambulance units, of which there are nine, are lumped in with that.

Mr. Reycraft: Therefore the ambulance attendants would make up a very small part of that package.

Dr. Psutka: A small component. I think we have between 350 and 400 employees in our services. You find them in Windsor, Ottawa, Smith Falls, Niagara Falls, Oshawa, places like this.

Mr. Reycraft: Another difficulty facing the operator in Glencoe-Alvinston is the one that results from the sheer numbers of the situation. You have five full-time employees in two different centres, and as a result of the small number of employees, extensive on-call periods are required. That certainly disrupts the social and family life of the attendants. How common is that kind of situation in the province?

Hon. Mr. Elston: That would be the situation with anybody who is running a couple of cars. We have a number of small services, particularly throughout southwestern Ontario. I can think of Lincoln, for instance, which is basically the same type of situation, or Parkdale or Smithville.

Dr. Psutka: I would have to go and count, and you would have to define "small," but if you are talking, say, one full-time shift a day and then callback or standby the rest of the time, we could break that out.

As I stated earlier, most of our volunteer services would definitely fall into that. There are about 32 of those. For example, Bolton, north of here, has a very large volunteer service. They prefer to keep it that way despite the fact that they are well past the point where they would be eligible for full funding. They have a very proud service and want to keep it that way. It is a volunteer citizens' group, as far as this goes.

Mr. Reycraft: You mentioned the fact that there had been a number of amalgamations over the years. What initiates consideration of an amalgamation?

Dr. Psutka: In this case, in the private side, it is a matter of people buying out other people, and it is usually bigger services taking over some of the smaller services in that area. In Mississauga, for example, since I have been in this position, two services have been taken over by that service. It now covers from Burlington all the way to Toronto and up to Highway 401 and perhaps a bit beyond under one service. It is one big service now, but there initially were other services there.

Basically, a decision was made by cabinet, I think at least eight years ago or more, to allow the privates to sell their licences. They tend to put a price on them and put them up for sale. In the town I live in, Grimsby, for example, the operator sold his licence last year to the new operator. That is a common practice and allowable.

Mr. Reycraft: The issue is further complicated by the fact that there is a legal proceeding under way as well, so I understand. Can you inform us a little bit on that?

Dr. Psutka: In a two-sentence explanation, there was a labour altercation in Collingwood that has resulted in a court hearing. The impact of it is that the potential is there for all ambulance employees to be considered to be employees of the crown. If so, they would therefore definitely have equal access to the same pay rates; but I would suggest, too, that they would also fall under essential-service legislation, which would make them unable to strike.

Mr. Reycraft: Do you have any idea how long we will have to wait?

Dr. Psutka: I think that decision is forthcoming.

Hon. Mr. Elston: It has not yet been argued in front of the Divisional Court, but I think it is going to be coming up for argument in January or February, as I understand it.

The case being made, as Dr. Psutka has indicated, is that the managers and owners of the system are an agency operator and director and, as such, really should fall into a different category altogether. That has implications right across the whole system, and obviously that is the reason it has taken some time to get it in front of the Divisional Court. We are expecting something in the early sittings of that court so that we can get an end to this. I think that dispute is from 1984?

Dr. Psutka: Yes.

Hon. Mr. Elston: It has taken some time to get this far along. However, in the new year we will hear a little bit about it, and it probably will have a bit of influence on our understanding of the service and how we apply ourselves to any questions of future development of the system.

Mr. Jackson: I have some questions about the specific concerns that have been expressed about the ambulance service for the community of Burlington and for Halton.

Hon. Mr. Elston: It was reported in the newspaper that you had rested your case, and I thought maybe you were resting now.

Mr. Chairman: It has obviously had its rest, and now we are to get it out and get at it again.

Mr. Jackson: You are probably aware that in 1981 there were three full-time ambulances on in the day and two in the evening. In 1986, we have two on in the day and only one on at night, except Fridays and Saturdays. The population in Burlington has gone up by some 20,000 in that period, and in the region, which has had a similar reduction in service, there have been even more substantive increases in the number of people.

18:00

Several cases have been reported in the media, of which you are now indicating that you may be aware, and they are occurring with increasing frequency. In February, a Burlington woman called for an ambulance. However, the Burlington ambulance was in service. Response from Oakville took 15 minutes and the woman died. There was another case in the late spring in west Burlington where a man suffered a collapse. It was a code 4, and both Burlington ambulances were on call. Although the fire department was there, the Stoney Creek ambulance arrived 12 minutes later and, again, that man died. I have about 10 cases that have occurred in the

community. In each case, there has been some discussion about the possibility of an inquest.

We have responses from the health council saying it depends upon the degree of service the community requires. We get coroners advising that it is all in the manner in which you look at it. Families are quite rightly concerned about a lot of notoriety that comes from these things. That places a tremendous emphasis on the ministry to react positively. This is the kind of thing you do not want a lot of notoriety about.

I can see from the estimates that you are looking for your 1986-87 allocation of \$141 million. To what extent do you plan to increase the service in Burlington? This matter was discussed and recommended by your regional offices last year and it is again this year.

Hon. Mr. Elston: I cannot comment on the service in Burlington at this point because I do not have the specifics in front of me. I can give you some information on that at a later date. Are you suggesting the reason for the death of the woman in Burlington was ambulance-related? I take it from your question that you have made that determination.

Mr. Jackson: No, at no point did I say that.

Hon. Mr. Elston: That was the impression you left us with when you said it took 15 minutes and the woman died as a result.

Mr. Jackson: Your own ministry says the optimum is a response time of 10 minutes or less as a provincial average, and it has been determined that seven minutes or less would be appropriate for Burlington.

Hon. Mr. Elston: I want to understand fully the import and the implication of your question, Mr. Jackson, because you were suggesting it was solely the result of the ambulance.

Mr. Jackson: My point specifically is that you get cases like this with increased frequency. It is inappropriate for these matters to be occurring with increased regularity in the community. It is a sensitive issue, and I am asking for a response from the government. I do not need to drag up all these cases that can be viewed in a marginal way in terms of where the responsibility lies. They are documented, and I am here to present them to you and ask what your ministry intends to do.

Hon. Mr. Elston: Your question indicated that you had already made the preliminary decision that it was solely the responsibility of the ambulance service.

Mr. Jackson: We are not in court.

Hon. Mr. Elston: I wanted to pinpoint that so I could understand it.

Mr. Jackson: We are not talking about imputed motive here. I am simply asking your ministry staff—

Hon. Mr. Elston: I am not doing anything at all with motive.

Mr. Jackson:—how soon we are going to get this matter resolved.

Hon. Mr. Elston: No. You asked the specific question on whether we are going to enhance the service in Burlington. I said I would get you the information a little later on in terms of what is happening in Burlington and what was covered when the service was set up as it was. Your question indicated that you had determined—

Mr. Jackson: No, I did not say that. Check Hansard.

Hon. Mr. Elston: I will.

Mr. Jackson: You get particularly paranoid at these estimates, and it is unfair. They can be a very worthwhile experience for you as a minister if you will listen and get some information.

Hon. Mr. Elston: Thanks, Mr. Jackson. I am not particularly paranoid. I generally have a lot of fun at these estimates.

Mr. Jackson: This is not a laughing matter.

Hon. Mr. Elston: What I most particularly have fun at is pinpointing the particular point of the question that is being placed in front of us and also letting the person who is asking the question know there is a requirement of precision on his part as much as a precision required in the answer. That being the case, I am going to get you some information on Burlington, a community about which I have a great deal of interest.

Mr. Jackson: Mr. Chairman, I have several other questions, but if I could lead with those at the opening tomorrow, I would appreciate that.

Mr. Chairman: We will have to leave it. We have agreed to go to Bills 54 and 55 and things following from those tomorrow rather than this. It would only be at the completion of that item on pharmaceutical matters and by agreement of the critics that we will then revert to questions coming out of your opening statement.

Mr. Jackson: That can be your ruling, Mr. Chairman, but a noncritic engaged the minister for well over 10 minutes on a subject. I have been allocated about two and a half minutes. I am respectfully requesting about 10 minutes to complete my line of questioning at the commencement while Dr. Psutka is present.

Mr. Chairman: It will depend on the will of the members of the committee, because they have told me otherwise. Come here and argue your case as a point of order. Knowing they are as generous as I am, I think they will probably let you do it.

The minister wants to file three documents with us. What are they?

Hon. Mr. Elston: I have these for Mr. Reville, who requested a transparency on homes for special care: A Comprehensive Approach to Discharge Planning, Psychiatric Aftercare for Metropolitan Toronto; Helping the Helpers, a guide from the St. Thomas Psychiatric Hospital; and The Homes for Special Care Program. These are being presented because some of the members or other people may want copies, but certainly Mr. Reville asked for these.

Mr. Chairman: We will make enough for each caucus to have one. Then we will keep a copy or two.

We will adjourn until tomorrow after orders of the day, when we will no doubt hear a point of order.

The committee adjourned at 6:07 p.m.

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Witnesses:**From the Ministry of Health:**

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Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Health

Second Session, 33rd Parliament
Tuesday, December 16, 1986

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 16, 1986

The committee met at 3:51 p.m. in committee room 1.

ESTIMATES, MINISTRY OF HEALTH (continued)

On vote 3101, ministry administration program; item 1, main office:

Mr. Chairman: The committee will come to order. I will recognize a point of order by Mr. Jackson.

Mr. Jackson: On a point of order, Mr. Chairman: I had respectfully requested that we take 10 minutes to complete matters with respect to emergency services while Dr. Psutka is here. I patiently allowed my colleagues from the government and the third party to ask their series of questions for purposes of consistency. While the points raised were somewhat relevant, I would like to proceed and get this tied up. We are not always successful when we put things to the end of the day.

Mr. Chairman: I cannot guarantee that we will put an end to the whole issue area. The minister tells me the people who are responsible are here. If the committee is willing, we can allow Mr. Jackson to finish his line of questioning, which was started yesterday, and then move on to other matters.

Mr. Ward: Okay.

Mr. Chairman: I see an exuberant sign of consensus on this. Mr. Jackson, we will move to you first and then to drugs immediately following that. Dr. Psutka, will you come forward? I will not suggest why we have to do it, but we ordered it that way.

Hon. Mr. Elston: Also Graham Brand.

Mr. Chairman: Graham Brand is going to assist.

Mr. Jackson: Basically, my first question has to do with funding levels and the fact that there have been recommendations from the field office for the past two years to address enhanced, improved service for the Halton-Mississauga area. The minister indicated he would get back to us on that. Is the minister in a position to respond?

Hon. Mr. Elston: Graham Brand is here. He is the director of ambulance services. Perhaps we can have the responses to specific inquiries from Dr. Psutka and Mr. Brand.

Mr. Brand: I will run through where we are with Halton-Mississauga. To go back a little to 1984-85, that was the year we made a major enhancement to the Halton-Mississauga service and added two vehicles for eight hours a day, five days a week. At the same time, there was the same kind of major enhancement in Hamilton; we added two vehicles. Actually, this was done in response to an anticipated rise in call volume in Halton-Mississauga and Hamilton and in that year there was probably around a 25 per cent increase in call volume in Halton-Mississauga. The two things came together very nicely.

Mr. Jackson: Those two vehicles were allocated specifically in the Mississauga market.

Mr. Brand: To the Halton-Mississauga service. That is a fairly large service that pretty well covers from Burlington all the way over to Malton. We look at it as a system. What happens with that service is that one vehicle can move into another area or the coverage can be expanded. In fact, we treat Hamilton as part of the system as well. If the Hamilton vehicles are the closest vehicles to respond to calls in the west end of Burlington, it will be a Hamilton vehicle that handles the call. We do not draw tight geographical lines around the vehicles. We have central ambulance communication in effect in both of those areas. Through that central communication, we are able to get the best use of the resources we have.

To add to that, you probably know that in the following year, 1985-86, we added another vehicle in Hamilton, which was the paramedic vehicle. By being an add-on to the system, that vehicle freed up the basic life support system and the regular ambulances to a greater extent. They were also able to respond to some rising call volumes. According to our records, there has not been a major increase in call volume, although we recognize that call volume is going up in the area. That has been further reflected in our recommendations.

I have indicated in the past that every year we go through a planning cycle. We poll the services

and our regional offices to see where there are pressures in the system. We translate them into a request for increased staffing, more vehicles or whatever. That forms part of our submission in our estimates process. In the estimates request, we put in a request for an enhancement. We recognize we need to add some resources to the Halton-Mississauga service. At the same time, we should point out that this is just one of the services for which we are asked for an enhancement. In our estimates request we have a request that covers the whole system. We are not zeroing in on that particular one.

Mr. Jackson: You have a specific recommendation for 1986-87 for the service area I have indicated.

Mr. Brand: That is right.

Mr. Jackson: What is that?

Mr. Brand: It is for 40 hours a week staffing. We have also asked for two additional dispatchers for the Hamilton dispatch in 1986-87.

Mr. Jackson: Perhaps I can talk to Dr. Psutka. You came to Burlington with respect to the Halton District Health Council's emergency health services report. You indicated there were 15 points you were looking for in the report. I have read the report. I know it has arrived only recently at your ministry. What struck me as odd is that there is virtually no reference to the standby situation, the code 8s. Apparently, there has been a dramatic increase in the area. We are faced with several cases per shift when the Burlington and Oakville ambulances are in use and the Milton ambulance has to drive down to the corner of Highways 5 and 25 to cover three municipalities, which is roughly 240,000 people and 275 square miles. That was absent from the report.

First, is there a reason we are not monitoring the code 8s or standbys representing high-risk time? Second, will you be sensitive to these data? You must be retaining them. I have seen the data and there is a dramatic increase in the number of times we are putting the community in that standby, high-risk, stretched-out response situation.

Mr. Brand: Perhaps I can add something to that. We view that standby situation to be a better level of service than you would have if the vehicle were in a station with a crew in a lounge waiting for a call.

Mr. Jackson: I am not asking you to defend them sitting on the highway.

Mr. Brand: No.

Mr. Jackson: I understand how the process works. I am simply stating that at this point, and there is a dramatic increase in this, you have one ambulance ready, willing and able, albeit centrally located, sitting on the radio for 240,000 people and covering a 275-square-mile area. I know you have the osmosis of the peripheral systems. I am simply stating that in 1980 we had a limited number of code 8s. Now we have a tremendous number of code 8s. Nowhere in the presentations I have heard since we raised the question in this area have I heard of a major sensitivity towards the code 8 situation and the unique risks we put the community at during those periods.

16:00

Mr. Brand: We would have to have some kind of analysis of what the other vehicles were doing at the time. Probably some of them are on transfer and some may be on emergencies. The ones that are on transfers are still ready to respond if there is an emergency. They would be considered the closest vehicle if they were at a hospital delivering a patient.

The other thing that has happened is that we have effectively introduced central ambulance communication in the Halton-Mississauga area. The centre in Mississauga is dispatching all that service and has been doing so for the past year. Having that kind of control on the system has probably caused them to do a lot more moving of vehicles around and covering of one area with another. We are probably getting a better utilization of our vehicles that way. I know the vehicle on Trafalgar Road at Upper Middle Road or Derry Road, or something such as that, has been there on and off for a number of years. Strategically, that is a good spot for us to put the vehicle. Based on our call volume information, the population in that area does not generate many ambulance calls. There is a bit of myth in relating population to call volume. It really does not work that way.

Mr. Jackson: I am not talking about call volume. I am talking about the number of code 8s, which have increased dramatically, where the ambulances in the field are going to have to respond to a code 4 for whatever reason. They are going to have to take their code 2s and 3s and dump them wherever they are. When you have these standby situations, they are going to have to stop in midstream and rush to the code 4. You were not present when I first raised the issue with Dr. Psutka, but I am sure you are aware of it. You have limited coverage in the evening on week-nights, with one vehicle covering Oakville and

one vehicle covering Burlington. There is a dramatic increase in the code 8 situation. That is the point I am focusing on. I understand how you manage your system. I am not questioning that.

Mr. Brand: I am saying that the code 8s are a response to that. The code 8 is a standby call. It does not mean there is a patient involved and it does not mean they are responding to anything. It does not mean a vehicle is tied up.

Mr. Chairman: For those of us who are not knowledgeable about dispatching and the ambulance sector, I wonder whether somebody can decodify the codes for us. What are codes 2, 3, 4, 8 and so on? It would be handy for us to understand this.

Mr. Brand: Code 4 is a life-threatening emergency. That is the ambulance call, the high-priority emergency call. The coverage we maintain is essentially to guarantee that we have a vehicle ready to respond to all those calls. That is the case in that area. Code 8 is a routine movement of a vehicle from one geographical location to another to augment coverage in an area where the ambulances are busy on other calls or to put it in a better position strategically to respond to where we would expect a call to come from. Basically, code 2s are hospital transfers.

Dr. Psutka: Code 1s are book transfers and code 2s are urgents; basically, that is a nonlife-threatening but urgent call because there may be a deterioration in a patient's condition.

When we put in central dispatch, there is a quarterback who technically speaking has a number of players at his beck and call and he or she can move the players about the system. If you look at the Golden Horseshoe area, there now is central dispatch in Niagara, Hamilton, Mississauga, Toronto, York and Oshawa. The whole area is covered. By the way, these dispatchers share with each other.

You may have noted on the weekend that there was a very severe crash north of Toronto where a 15-year-old boy was injured and died. I think 14 other people were involved. We actually took Metro ambulances into that area to help us; and it is vice versa. There is a sharing. These are not unique to each city. In other words, this is a provincial system. Despite the fact it says Mississauga Ambulance Service on the side, that happens to be the name of the company. We would think nothing of bringing a Hamilton ambulance in to do something or taking a Mississauga ambulance into Hamilton if we had to.

With the tornado that happened two years ago, because of all the central ambulance dispatches,

we were literally able to mobilize very quickly 30 or 40 ambulances to move to Barrie. We then moved ambulances from further areas towards these areas to continue to provide coverage. You do get increasing standby codes showing up as the quarterback calls the shots and moves the ambulances around. As we have already identified, there is still a need for 40 hours' more coverage in the Burlington area, which we have put in for.

Mr. Jackson: I also asked why the report was mysteriously absent in addressing the issue of the relationship of standby to access to service. It is a good report. I do not want to undermine the report. There are about four issues I consider significant with respect to the delivery of ambulance service that are missing.

Dr. Psutka: There may be even more than that.

Mr. Jackson: I want to ask you about them. One is vehicle safety, another is equipment and another is who is monitoring ambulance expenditures and things of that nature? Those are the kinds of things that are absent from this report. Clearly, with population growing and no expansion of the total number of officer hours in a jurisdiction, you are increasing the pressure. The two cases I presented in estimates in detail occurred during code 8 situations. I said that I have 10 cases. I am not implying that because an ambulance is four minutes later than it normally is an automatic death results. I am stating that I have deaths associated with an increased number of code 8s. That is a serious and significant matter. I understand the pressures. I will quote a very reputable politician in this province. He said, "I do not want to wait around for some tragedy before we get better ambulance service." That was the former member for Halton-Burlington, Julian Reed. Things have not changed. Now I am stating it.

Dr. Psutka: There are a few comments. The emergency health services planning that you are alluding to, which is going on across the province, was initiated approximately three years ago when we began to put a network of EHS planners in place in the regions of the province. At this point, every district health council has an EHS committee in place. There are other committees in communities not served by a district health council. I think there are 32 of these committees in the whole province.

Also, in each of the six planning areas of the province, there is an area-wide committee that has representatives from each of the smaller committees. They look at area-wide problems.

There is a provincial advisory committee. Usually what the committees do when they first meet is begin to address and look at the inventory and the every-day goings-on in their areas. They look at the hospitals, the emergency departments, the number of calls and the ambulance system. They look at needs for specific things such as trauma, burns and so on.

They use the 15 components. I think you had that presentation last year and the year before. As you know, we have decided there are 15 criteria that emergency health planners should be looking at and they do this. As to whether there were things missing in that report, I can only say it is because we do not tell these people what to do. We give them the 15 components and ask them to look at their needs. They look at their needs seriously and usually the reports reflect what they feel are essential needs. It means they did not look at that area or felt it was not a problem. I cannot answer that. I think you will have to talk to the chairman who presented the report.

Mr. Jackson: Are you indicating that other reports have come in that have addressed the code 8s?

Dr. Psutka: Yes. We have had reports from other committees in the province.

Mr. Jackson: Did they focus on this issue?

Dr. Psutka: Some reports have focused extensively on the basic ambulance system. Other reports have focused extensively on the need for paramedic systems. We had a report from the northwest that pointed out that before they got to ambulances they needed some telephones. There were long stretches of highway where there was no phone for more than 100 kilometres. What is the use of having ambulances if you cannot even phone? These are the kinds of good things that are taking place. A committee in the eastern part of the province ran computer data through and did a computer model for ambulance location. We found that very intriguing and we have been applying that in other areas.

I think one also has to understand how one puts an ambulance into a system. What we have is how many ambulances are available, and we have to look at the call volume and the time of the day. For example, if three ambulances are out doing various things, how many are left in the garage at that point and what is the availability. There is modelling that one can do.

16:10

Mr. Jackson: That leads me to the question about the vehicles themselves. Perhaps the

minister might comment if there were any plans within the ministry to address the long-term capital replacement of the fleet? I understand the province essentially owns the vehicles and that they are leased to the operators.

Dr. Psutka: They are assigned to them.

Mr. Jackson: Assigned to them. This is why I am trying to establish a better understanding of how this code 8 works.

There are three vehicles in the Burlington and Oakville system that have more than 210,000 kilometres on them. That is quite a lot of kilometres on a vehicle; and of course the downtime, the time that these vehicles are not able to be used for emergency services, has increased.

On one vehicle in particular, we are spending \$3,500 to do what is basically bodywork on a vehicle with 210,000 kilometres. I know it is unfair to give you specifics, but here is the question: how are you looking, Minister, at long-term replacement of the fleet, and are we going to be doing something that will make sure the taxpayer is getting better value?

I understand we are not putting a lot of money into old vehicles across the province. What is your program for replacement? I understand now we can buy these from a manufacturer in New Brunswick; we do not have to get them from the United States any longer.

Dr. Psutka: It is a complicated problem and I can point out that we began to address this three years ago. We now have in place a computer program that tracks each of the vehicles in the province. For example, in front of me I have the vehicle number and the kilometres, and this was as of February. What we do is keep track of the vehicles and the repairs and try to extend the life of the vehicle. For example, if this is a heavy-use vehicle from a heavy-use service, sometimes we move it to a lighter-use area and vice versa.

These vehicles are not put into a town and left there. They are literally moved about. You will find that vehicles from big cities tend to have problems that are unique to big cities. They often do 10 calls a shift, the doors get loose, the mouldings fall off and things like that. Up north we have other problems. There is salt damage—

Mr. Jackson: I understand that. It is still an awful lot of kilometres on a vehicle. The final one, with respect to the vehicle itself, has to do with the equipment. Apparently there seems to be a variance. What is your equipment upgrading program for these vehicles? I understand there are variances. Certainly, the newer vehicles have all—

Dr. Psutka: Have air-conditioning and things like that.

Mr. Jackson: I am not worried about driver comfort as much as I am about patient related matters. You can argue that the air-conditioning helps the patient. However, I am more concerned about the types of equipment available in some ambulances but not necessarily available in others. To what extent are you monitoring it as a ministry and to what extent do you have plans to focus dollars specifically to improve that?

Dr. Psutka: First of all, all ambulances in this province have exactly the same basic equipment.

Mr. Jackson: Minimum standards.

Dr. Psutka: Not minimum, these are standards that are pretty well the norm for the industry; and by the way are probably much better than in every other province.

What you are seeing in your area, I think, makes it a little bit of a difficult situation for you to understand. In the Burlington area, that hospital, approximately three years ago, applied to try the pilot program just before we put a freeze on the paramedic program. They came in and got MAST pants approval. MAST pants, by the way, are a rubber garment that we put on patients who are in shock. That area in the Halton service carries MAST pants so maybe it looks as if the other vehicles should have MAST pants. But that is part of the paramedic program. To apply MAST pants is a delegated medical act. You have to have a paramedic program to carry that kind of equipment.

However, we also have an equipment review committee that has been in place now for more than three years. Everybody who has ideas of what should be on an ambulance brings in submissions to that. Graham can comment on the membership of this committee.

Mr. Brand: It is a committee that has representation from the ambulance industry—that is, from the private ambulance side—from the ministry and from the medical community. It meets on a fairly regular basis and, as Dr. Psutka said, reviews such things as new pieces of equipment. One of the problems we have with equipment is that people are always bringing new things to us and we are in a position where sometimes we have to take things off because the equipment list is growing and there is a limit to what you can carry on these vehicles.

The other problem with the vehicles is that some services have made modifications to vehicles themselves and have raised money for a special piece of equipment that we do not

necessarily recognize as something we would supply as standard across the province and that gets carried; maybe at the expense of something else, maybe not. There are those kinds of differences in vehicles.

Mr. Jackson: We had a charitable group in our community try to acquire equipment to upgrade an ambulance and it was told flatly by the operator that if he were to do that the grants from the government would reduce accordingly. Is that true?

Mr. Brand: No. I do not know what that situation is but it does not sound quite right. It could be that the equipment they were trying to raise money for would be something that we might not necessarily approve of from a medical standpoint. I do not know; it depends on what it was.

Mr. Jackson: It was approved. In this specific case, in Burlington, the charitable organization put up the first lot of money and has been willing to look at a second lot of money to help upgrade with some more modern wrist splints and some of the disposables and things of that nature that can be used to aid in the comfort of a patient, especially in a code 4 situation. With the age of their machines, there is certain heart monitoring equipment that can baffle out any road noises and so on. These kinds of things are enhancements, but they do enhance to the benefit of the patient.

What you are telling me is that there are no penalties if a community group starts assisting with the upgrading of some of the ambulances in its jurisdiction.

Mr. Brand: No, but I would point out that there is not a major need for them to do that because we do carry a very extensive list of equipment on those vehicles. As Dr. Psutka has said, when we have met with other provinces it turns out that they would like to adopt our standard. They have a long way to go to get to where we are.

In the specific instances that you talk about, some of those things are associated with delegated medical acts. Some things that are carried in some systems are there for the exclusive use of a physician and they are labelled that way. We approve the ambulances to carry the equipment but the attendants are not supposed to use that equipment. It has to be used or applied by a physician. It is those kinds of things that sometimes communities get involved in supplying, not basic ambulance equipment or things that could be construed as part of basic life support devices.

A good example of that is a scoop stretcher, which is another type of stretcher a little bit different in application to the one we carry routinely. We have said to services that if they want to carry one of those and they feel comfortable with that, that is fine, but we are not in a position to go out and buy scoop stretchers for everybody in the system at this point. That is an expensive piece of equipment. In most cases, they are either supplementing something that we have or providing something that does the same thing but maybe in a different way. It is not as if there is equipment being provided by community groups that we should have in other vehicles as a basic necessity, I would not say that at all. As I said, we have a very extensive list of basic equipment.

Mr. Jackson: Thank you. My final question is when will we get a response with respect to the recommendation that has gone to the minister for the additional hours for Halton?

Hon. Mr. Elston: We have taken a look at some of that internally. I cannot provide you with a date when we will find out what is coming in terms of enhancements or whatever, but I can tell you that the staff is familiar with it, knows about it and is interested in it.

16:20

Mr. Jackson: The minister would not object if, instead of taking up any more time with estimates, I made a presentation to staff on some of the specific cases and pursue this code 8 matter?

Hon. Mr. Elston: I would certainly be interested in the cases. We spoke yesterday about the specific incidents that were mentioned. We might be very interested in those specific cases. Between us, we will arrange a convenient time for you to exchange that information. It would be helpful for us to examine it.

Mr. Chairman: I would appreciate if we could move on. It has been about half an hour now, rather than the 10 minutes we expected.

I am not sure how you want to deal with this, Mr. Andrewes.

Mr. Andrewes: I believe Mr. Pierce has a question about northern travel grants; which is Dr. Psutka's area, is it not?

Hon. Mr. Elston: I do not think so. Actually, it is Mr. LeNeveu who is responsible for that.

Mr. Chairman: I have to ask for the permission of the committee because we are changing the order again. Are we to change the order each time a member walks in wishing to

bring up a particular item? I am in your hands. If you want to, that is fine with me.

The recommendation is that Mr. Pierce would like to deal with northern travel and we do have Mr. LeNeveu here. We could take a short time to deal with some northern travel questions and then move on to the pharmacy questions.

Hon. Mr. Elston: I am cognizant of the fact that people who wanted to ask pharmacy questions do not appear to be apparent at the moment and perhaps we could accommodate Mr. Pierce. I do not mean to change your schedule.

Mr. Chairman: I am in the hands of the committee.

If there are no objections, Mr. Pierce, why do you not direct your questions to either the minister or Mr. LeNeveu?

Mr. Pierce: I thank the members of the committee for allowing me to come in in the middle of a session.

I am concerned about some of the problems that are being raised in my constituency office and in letters to me from people in the riding who are being referred by medical practitioners to dentists and oral surgeons. Because the services being provided by the oral surgeon are not covered under the Ontario health insurance plan, those travel allowances are not covered; yet the referral is being made by a medical practitioner who requires the assistance of the oral surgeon in determining the problems of the particular patient.

Is there not something in the parameters of the travel grant that allows for those patients to be covered by the grant, given the fact they are referred by a doctor?

Hon. Mr. Elston: They are referred by a doctor. The difficulty is that it is for an uninsured service and it is on that basis that there is an exclusion for coverage under our northern travel grant system.

Mr. Pierce: They are not being referred by a dentist. They are being referred by a medical doctor for an opinion of an oral surgeon. The medical doctor requires the opinion of an oral surgeon. There are no oral surgeons in the smaller communities, so the patients are being sent out of town by a doctor who requires that second opinion.

In this particular case I have in front of me the doctor assumed the patient would be covered for the travel grant and so did the patient and her parent. When they applied for the grant they found they were not covered because the service

required from the oral surgeon was not covered by OHIP.

What is a patient to do when a doctor says: "I cannot go any further with the problem you have in relation to your jaw, the headaches, the earaches and all the other problems that you have medically. I require some other opinion and it can come only from an oral surgeon"? In many northern communities, that oral surgeon is not in the office next door. He is not down the street. He is 250 miles away.

Hon. Mr. Elston: I appreciate what you are saying. The same could be said for someone who has referred an individual for other uninsured services. We do have to exclude some people on the basis of what our plan and program cover. One of the problems in setting up a program is that you have to have parameters upon which you base your decisions and judgements. It is our judgement that we must restrict our coverage of travel grants to those items that are for the purpose of receiving insured services paid for under the OHIP schedule of benefits.

It is something we have to do to be able to predict what our program is going to cost; these sorts of guidelines are needed to ensure that people understand what is required of them. Basically, I have to agree with you; we are not covering them on the basis that we have restricted our program and we have had to restrict our program in the early stages.

Mr. Pierce: Let me go one step further. Can you give us any indication that you are looking at extending the program to cover these particular cases, especially where they are referred by a doctor? By "doctor" I mean a doctor in the sense that he is a medical practitioner and not a—

Hon. Mr. Elston: General practitioner, family practitioner or whatever.

Mr. Pierce: Yes.

Hon. Mr. Elston: I have not looked at an extension of the travel grant in those circumstances. I have not looked at extending the grant to situations where it is an uninsured service that is being delivered. There are a lot of those services; for instance, a good deal of cosmetic surgery falls into that category. At this stage, I have not examined the possibility of an extension, although we are actively looking at expanding the coverage of the northern travel grant, as I discussed. I am not sure whether you were here last year in estimates, but we talked a great deal about the policy as it was announced on—

Mr. LeNeveu: December 1.

Hon. Mr. Elston: —December 1 last year. During estimates, more than one of your colleagues, the member for Kenora (Mr. Bernier) and the member for Cochrane South (Mr. Pope), indicated we would not cover very many people, that it was not going to be very good, it was not going to be helpful. Of course, that has not turned out to be the case. We have helped a fair number of people. I will ask Mr. LeNeveu to give us an update on what our service to northern people has been with respect to northern health travel grants.

In looking at it, I would be looking at expanding the service, when that occurs, to cover people receiving the insured services.

Mr. Pierce: Before we get those figures, do you have an idea in the ministry of how many applications are denied?

Hon. Mr. Elston: We can give you some statistical analysis. I know I have received a number of inquiries through concerned members of the Legislature and in some cases we have to say we cannot support the request. Sometimes we change our minds when we receive extra information, which may have been the basis for a misreading of the application. I will ask Ron LeNeveu to see if he can give you some of that information.

Mr. Pierce: I can tell the minister I too have turned away at my door in the constituency office people who wanted to go for a medical opinion in Halifax. They thought they should be covered by the travel grant.

The refusals I am referring to are the ones that have actually been given the form by the doctor under the premise that they assumed they were going to collect the travel grant and then it was denied by the ministry. Those are the ones I am concerned about that have been rejected, not the ones who felt the program might have application so they asked somebody if they could apply to go to Halifax to get their arm examined.

Hon. Mr. Elston: Fair enough. There are situations where there are applications we do have to deny. Some of those are situations such as the ones you speak of. I can get some statistical data from the assistant deputy minister, then we can discuss the composition of the ones that have been turned down.

Mr. LeNeveu: From the commencement of the program last December to mid August, slightly more than 18,000 cheques have been issued. About two per cent of the applications that were received were rejected for a whole

series of different reasons: they have not travelled the distance; there were cases of the type the minister and you refer to. In about 300-odd cases, there was an inability to approve the grant application within the program criteria.

Hon. Mr. Elston: There also are some, by the way, from people who live outside the geographical jurisdiction. We have had a number of inquiries from people who are not in the geographic parameters, although they may comply with the kilometres required.

16:30

Mr. Pierce: In the particular case I have in front of me—and I have a couple of them—as I said earlier, the doctor naturally assumed that the woman and her daughter would collect the travel grant, even though he was referring them to an oral surgeon whose services were not covered under the Ontario health insurance plan.

Hon. Mr. Elston: It may point out the fact that we need to provide more specific detail on our program to practitioners. I can certainly look into that.

Mr. Pierce: He was sending her to have her jaws checked for something called temporomandibular joint syndrome. The only way a medical practitioner can diagnose that kind of ailment is with the assistance of an oral surgeon, I believe.

Dr. Dyer: He could refer that to an orthopaedic surgeon as well. They also look after the temporomandibular joint.

Mr. Pierce: Are orthopaedic surgeons covered under OHIP?

Dr. Dyer: Orthopaedic surgeons and facial surgeons, plastic surgeons, are all in that field. That does not mean to say the oral surgeon is not as competent.

Mr. Pierce: Just give me 30 seconds here. What about periodontists? They are not covered.

Hon. Mr. Elston: Apparently they are not.

Mr. Pierce: Therefore, any referral by a doctor to a periodontist is not covered. What I propose to do is to try to alert the doctors in my riding to the fact that oral surgeons and periodontists are not part of the OHIP program and that, as a result, anybody who is referred to those people will not be covered for a grant. It is an unfortunate situation when an individual is referred by a doctor to another doctor under the assumption that he is going to receive the travel grant and he then finds out upon application that this is not the truth.

Hon. Mr. Elston: The one rider on that, though, is when surgery is being performed—for

instance, in a hospital setting—that is an insured benefit where there is a medical necessity that the surgery be performed by those very people. You have to be fairly precise in your advice.

Mr. Pierce: All right. If this case went further and if in fact surgery were recommended by both the oral surgeon and the doctor, then would they back-date the travel grants to include the first trip as well, the diagnostic trip?

Hon. Mr. Elston: We would have to examine what had occurred as a result of it. We make our decisions on a case-by-case basis in that instance. When we had more information that indicated what was taking place, then of course we would have more information on which to base our decision.

Mr. Pierce: I would not want to see them perform an operation just for the sake of getting a travel grant.

Hon. Mr. Elston: No; I do not think that is apt to occur.

Mr. Chairman: A leg has to go; and enjoy your trip!

Rather than have members send this information out—because it sounds as though there might be some complexities to it—I wonder whether it might make more sense for the ministry to do it.

Hon. Mr. Elston: I have indicated that I am interested in providing some kind of better advice to the practitioners in the north about that aspect of the coverage.

Mr. Pierce: In fairness to the ministry, the letter I have was received on November 28, and the only information I have to go on is information we have received by calling your office. In fact, they assured us the grant was denied, and I have a copy of the denial. As well, unless an operation is performed some time down the road then the patient will not qualify.

However, as I said earlier, I am going to alert my local doctors to make sure they are aware of this fact so that they do not lead people to believe there is hope out there that some day they may get a travel grant. They travel long distances, and nobody appreciates having to drive 220 miles one way in the wintertime to see somebody if he is not going to be covered.

Hon. Mr. Elston: The interesting thing is that we are actively reviewing how the travel grant is performing against expectations. We have met the needs of a higher number of people, I think, than we had expected we would be able to handle. It has been very instructive, and we have had some constructive suggestions from a number of members in northern Ontario with

respect to how the program is performing. We are analysing that material now and reviewing it for the purposes of contemplating what changes might be made to enhance our ability to serve the travel needs of northern residents.

By the way, one of the areas we often come up against is that of requests from members who are on the periphery of our geographical area, particularly Parry Sound and North Bay, for instance. That would form a body of applications, or at least inquiries, that do not now comply with our travel grant requirements.

Mr. Pierce: We are going to find that the travel grants will be used more and more, because our hospitals in northern Ontario, as I am sure the minister is aware, are becoming nothing more than referral hospitals. Even though all the operating facilities are built into the hospitals, we no longer have general practitioners who are taking up the field of administering anaesthetics and we are no longer able to attract surgeons to the north. Therefore, our operating rooms are becoming storage rooms and our patients are being referred away from the hospitals more and more. They have become almost like post offices.

Hon. Mr. Elston: Of course, that deals not only with the whole question of medical personnel resources but also with the whole area of providing other health care providers for northern Ontario and the difficulty we have in recruiting people to perform those services. As the critic for the Progressive Conservative Party noted in the House on one occasion, we do have difficulty in attracting anaesthetists, whether it be to Elliot Lake or to smaller areas, where an individual practitioner who goes to provide service really is on his own, is on call virtually all the time. There are certain pressures that we try to deal with in situations such as that. In fact, in the Elliot Lake situation we are appointing locums at this point to supplement people from other communities who are willing to cover.

That being said, a portion of the northern travel grant program is designed to try to attract specialists to provide service and, in fact, to do some travelling in northern Ontario. We are actively pursuing ways of assisting people who would like to practise in northern communities to practise there. We have our underserved area program as well, with Dr. Copeman. That having been said, I cannot say we have been successful in every place, but we continue to try to attract those people there.

Mr. Pierce: If the Elliot Lakes of northern Ontario, which have a population of 16,000 to

19,000 people, are having a problem, you can imagine the problem that is being faced by communities of 5,000 or 6,000 people, where there are 30 operations a year, maximum, and the cost of carrying the proper insurance by either a surgeon or an anaesthetist eliminates them from even practising.

Hon. Mr. Elston: The question of liability insurance—

Mr. Pierce: Maybe I am using the wrong word for anaesthetist.

Hon. Mr. Elston: We all know what you are referring to.

Mr. Pierce: The guy who puts you under, anyway, and the guy who, we hope, brings you back.

Hon. Mr. Elston: We will not throw you out for the pronunciation of that word.

The question of liability insurance has us all perplexed to a certain extent. I spoke to a medical-legal forum of obstetricians and gynaecologists who were here in Toronto about three or four weeks ago about the aspects of legal liability as it was being introduced into the system and is causing some problems for the Canadian Medical Protective Association, which is the physicians' insurer. In fact, the association had a panellist present, and one of the items we talked about, of course, was the difficulty it has in meeting increased costs because it is not sure exactly where the legal system is going to take it in terms of standards.

One of the things we talked about was the fact that it might very well consider, as an association representing Ontario's obstetricians, gynaecologists and people who practise obstetrics—as family practitioners, for instance—setting some of its own standards and deal with some of the questions about so called insurance that, in many ways, the legal system tries to get at.

16:40

That having been said, a number of items can be addressed to help people deal with the question of increasing the perception of increasing exposure to legal liability and, hence, the insurance problem. I am not sure about the exact numbers. I think the general practitioner who does anaesthesiology probably has somewhere around \$5,200 per year and the anaesthetist who is full-time is about \$8,000. I think the general practitioner, the family practitioner, it does not deal with part-time, is at about \$1,800 to \$2,000. There is a sizeable difference in that fee; there is no question.

Mr. Chairman: I hesitate to ask this, but I think we are now going to move on to the question of drugs and the whole question of Bills 54 and 55, as perhaps the appropriate member makes his entrance to speak about a drug free climate. This is pharmacy day. It is starting a little late, but we heard that this might be of some interest to you, Mr. Harris.

Mr. Harris: Is that why you brought me here?

Mr. Chairman: If not, then I will turn it over to Mr. Andrewes.

Mr. Andrewes: The new Conservative Party has a full complement of—is he going to stay?

Mr. Chairman: I do not think so. He has full confidence in his critic.

Hon. Mr. Elston: May I just indicate, in view of the overwhelming and overflowing number of people here who are interested in Bills 54 and 55, that we might be assisted by the addition of Mr. Burrows to my panel here at the front. He is the director of the Ontario drug benefit plan.

Mr. Chairman: It is so long since we have seen him. Mr. Burrows, come on down.

Mr. Andrewes, do you have any questions on this?

Mr. Andrewes: I do. In the opening comments, I left the minister with a question to which he may wish to respond.

Mr. Chairman: That is a good idea.

Hon. Mr. Elston: I did not get to respond to your questions yesterday.

Mr. Andrewes: Specifically, you might address the concerns expressed by Dr. Railton on behalf of the Ontario Medical Association—I will dig through all of this stuff and find the copy of the speech he made—about the ongoing concerns that the OMA appears to have on the whole question of adverse drug reaction and the strong feelings it apparently has concerning the legislation, and particularly Bill 55, whereby pharmacists are now compelled to dispense, unless otherwise requested, the lowest-priced drug in their inventory.

Hon. Mr. Elston: From the standpoint of interest, let us be absolutely clear that adverse drug reactions are not limited to generic brands; adverse reactions can occur from the use of any chemical therapy. That being the case, I believe we then have a better understanding of the fact that people do have to be monitored. We do have to understand what drugs they are taking; we do have to understand what use they are making of their therapies and the combination of therapies that may be prescribed. From my standpoint, it is

absolutely essential for everybody to understand that reactions can occur to any chemical therapy, and from that standpoint it is not a problem that is restricted to generics, as is sometimes suggested.

From my standpoint, too, I would indicate that the work of the Drug Quality and Therapeutics Committee is extremely helpful in dealing with how medications are put together and with their appropriateness and usefulness under our legislation. I have actually met with the DQTC and have talked to them about the activities they may wish to take on and about what I can do to assist them in carrying out their role and function in protecting the public interest when it comes to the listing of these drugs.

Thus, we have an active DQTC, and I have indicated my support for its efforts to develop new proof of program registration, if that is required; to talk to me a little bit about what products are appropriate for the formulary and otherwise. I understand as well that there will be a joint meeting of the OMA and the DQTC in January to help us to extend further the activities of the DQTC in safeguarding the public interest when it comes to the quality of drug products.

Mr. Andrewes: I guess I need some reassurance. I will give you a situation that was brought to my attention the other day by a doctor who wrote a prescription for a patient and wrote on the prescription "no substitution."

The patient called the doctor two weeks after the prescription was written to say he was not feeling well. The patient asked to come in to the office. The doctor saw the patient and asked: "Are you following the prescription? Are you taking the pills?" The patient said, "Oh, yes." The doctor said, "Maybe you should bring them in."

The doctor found that, in spite of the fact that he had written on the prescription "no substitution," the patient had procured a generic drug. The patient's health appeared to be deteriorating, and to the best of the doctor's ability, he concluded that it was because the patient was not using the same drug as he had prescribed.

The patient, a cash customer, had sought out a pharmacy that he felt offered lowered prices. The pharmacy, in spite of the doctor's instructions, had substituted. Had that patient not gone back to the doctor for a monthly checkup, his health might have been seriously affected. In this case, clearly the pharmacy violated its guidelines and its rules.

Hon. Mr. Elston: There are two problems there, Mr. Andrewes.

Mr. Andrewes: Just let me finish this and use it as an example. My concern there is that through this legislation we have heightened the consumerism of the drug issue to the point where many consumers now look to find the lowest-priced drug and set aside any health care concerns they might have.

Hon. Mr. Elston: There are a couple of questions. One is, as you pointed out, that someone did not follow the instructions that were provided. There are routes for us to follow with respect to not following directions, and you, as a former minister, know them as well as I do.

The other question I put to you: although you had indicated that this person phoned after two weeks and came in, is that you said that if the person had not come in for a monthly checkup he would never have found out. Presumably, when anybody prescribes a new chemical therapy, it seems to me that he wants to see very early on what is happening.

16:50

Mr. Andrewes: I do not think it was new in this case; it was just a rewriting of the prescription.

Hon. Mr. Elston: In any event, I will have to look into the circumstances of what was done, because I understood you to say it was a new prescription and it was not followed, and it seems to me you must stay closely in touch with patients when you prescribe medications like that.

The other interesting question is whether the reaction was to the compounded medication or to the active ingredient itself. That is a real problem; we have difficulty in following up on situations like that when we do not know what the reaction was to. As I indicated, you can get reactions to drugs whether they be brand or generic. We have to take a serious look at each of those situations, and I am prepared to take a look at that one.

That being the case, we also have to try to understand what other therapies that person may have been on at the time the prescription was written to see whether we can follow up better or provide a better system of people knowing what therapies patients are involved with. A combination of therapies causes difficulties for us. All of us who were sitting around the committee table during the debates on Bills 54 and 55, as they were then known, appreciated the concerns raised by seniors and individual pharmacists who came in with kit bags full of chemical compounds that were being administered to one patient and a number of others. We have to take a very serious look at the manner in which we are able to

determine what a patient is taking, because it becomes obvious we must be aware of the possible reactions from interaction of therapies as well.

I am prepared to take a look at that case, but I do not think it would be appropriate to put the details on this record.

Mr. Andrewes: No.

Hon. Mr. Elston: However, I am prepared to take a look at it.

Mr. Andrewes: I am not sure I can even get the details at this stage. The doctor related the story to me directly and I am not sure he is willing to provide the details.

Hon. Mr. Elston: In fairness, though, in trying to determine what the problem is, you cannot leave the impression that Bill 55 necessarily was at the heart of it.

Mr. Andrewes: I asked the doctor if he had made a complaint to the college of pharmacy and the doctor said no.

I am a little puzzled about something you said. When a patient is put on a new drug regime you suggest the responsibility is on the doctor to maintain contact with that patient. Is that what you are saying?

Hon. Mr. Elston: I think so; so he knows what the effect of that therapy is. If he is delivering a therapy, he has to be in a position to follow up and determine whether it has been an appropriate one.

Dr. Psutka also wishes to respond to that question.

Dr. Psutka: I have just a few comments. We were reviewing the Prescription Drug Cost Act, Bill 55, while you were talking. If there was a handwritten "no sub" or "no substitution," or even another direction over the telephone that there be no substitution, and the prescription was altered, then it should be reported to the college.

I asked whether a patient could override a "no sub," and the answer was no. Even for financial reasons, a patient could not override it; he would have to go back to the doctor who wrote the prescription and ask in dialogue with the doctor for the change based on whatever reason.

I also wish to support the minister on the adverse drug reaction issue, which from my point of my view is a fair amount of smoke. Two days ago, while you were debating here, I was reading the New England Medical Journal in which there was a very extensive report on antihypertensive medications. The report was sponsored by one of the innovator companies. They were comparing their new pill versus other innovator companies'

pills. What they pointed out was that their pill had 30 per cent fewer adverse drug reactions than the other fellow's. So these adverse reactions do occur.

I think the Ontario Medical Association has been pointing out that it feels excipients—the binding chemicals, the starches, the glucoses, the colouring agents—should be listed and brought to the attention of physicians so that if patients do have idiosyncratic reactions to these binding agents they should be aware of it.

The chemicals themselves in the generic drugs are basically pure chemicals and the same chemicals; they are all United States Pharmacopeia, USP, chemicals, I take it. If there is 100 milligrams of something, it is 100 milligrams of the same chemical; that is what we are talking about there.

The Vice-Chairman: Mr. Pierce, do you have a question quite precisely on this point?

Mr. Pierce: Mine is on the lowest advertised drug price; I do not know whether we are still on that.

Mr. Andrewes: I will lead into that by asking the minister to bring us up to date on the status of the two bills and more particularly on his perception of the formulary and its implementation at the drug store level.

Hon. Mr. Elston: The status of Bills 54 and 55 is that they are now acts of this Legislative Assembly. The concept of best available price, which this very committee assisted in constructing but did not very well lend definition to, is now a fact of the world in the Ontario Drug Benefit Act and the Prescription Drug Cost Regulation Act.

We are working with the implementation of the two acts, which came into effect for December 1, 1986. An interim formulary was printed on the basis of the best available information we received; that is BAI, I guess. We are struggling with some initial blips in terms of the information that is available to us, and we are receiving constructive suggestions as to how it might be made better.

Through the interim formulary we have dealt with a number of concerns that were in the pharmacy community, but to be quite frank about the whole experience, I can say that a number of people are suggesting an inability to purchase products that are listed at the BAP in this formulary under the new act. That being the case, I am sure our people are now receiving new information under the auspices of two pieces of legislation that actually exist, and I think they have the ability now to expect a return of

information, whereas before the acts were in place some people had indicated they were unwilling to supply the detailed information we needed to provide up-to-date information.

I am not sure exactly what is happening with respect to assisting people to understand the legislation better at the pharmacy or store level, although it had been my understanding that some efforts would be made to assist through contacts at district meetings and otherwise. Certainly the college has been assisting us in sending out information in the form of letters and signs dealing with the regulations.

In addition, I am advised that at the end of this week, the ministry and the Ontario Pharmacists' Association will be meeting to deal with concerns raised by the OPA with respect to the legislation. We will be looking at housekeeping material coming out of that. On top of that exercise there is the setting up of the joint negotiating scheme or framework provided for under the new act, wherein we are looking now for the appointment of a chairman-cum-fact-finder, if need be, to deal with the question of fee.

There are a number of things we have to deal with in terms of the acts. We recognize it will take us some time to find out what BAP is and how it operates. It is a brand-new concept. It is a creature of this Legislative Assembly, constructed through the input of various people in the communities, which meets the needs of some in the initial phases. Now it is our job to make the legislation function under these new concepts. We are doing our best to try to accommodate people with points of view with respect to how we can address problems.

17:00

Mr. Andrewes: Can I deal with a couple of things you have mentioned? The best available information with respect to the formulary—

Hon. Mr. Elston: BAI.

Mr. Andrewes: Is it getting better?

Hon. Mr. Elston: It is my understanding that it is. Some people were unwilling in the first event to reply at all. Now that the legislative framework is proclaimed and in effect as of December 1, I anticipate that will encourage more people to send information that has been requested. Dr. Psutka and Mr. Burrows are indicating that they are getting—

Mr. Andrewes: Both are hanging on every word.

Hon. Mr. Elston: They probably want to give you a little more detail about what is happening.

If they wish to, they are free to provide you with data.

Dr. Psutka: I believe you asked yesterday about the interim formulary. We had difficulties when we set out to publish that formulary. When we went out to the manufacturers, we were looking for information that seriously we had no authority to get. We were still operating under Bill 155, and basically speaking, you will recall that was one of the problems we had with the previous nonlegislation in running the drug program. When we went out for that information, a fair number of manufacturers complied and sent us the information, some sent us partial information and some people literally told us to mind our own business. What we had was a very incomplete database.

We then met with the OPA throughout July and August and began to establish generally available prices, or GAPs—here we go with formulas and initials. What was happening there was that we found we were getting very close. There was a large exchange of data, but it became apparent to us that inasmuch as we did not have the force of the new legislation we were put in a position where we would have had to set a price. What we told the OPA was that we would be able to establish one price for an interchangeable grouping of drugs, but we could not establish a unique price for each of the drugs in an interchangeable group. Therefore, we said to them that Bill 155 would more than likely be very difficult for them to operate under. If you recall the old legislation, they had to provide the lowest price in their inventory; there was a listing in the old formulary of all the prices, so one could see which was the lowest price in the inventory.

Initially they felt that was okay; however, as we continued to talk, not only did the OPA basically back off that position, but the college also made us aware that it would probably support the OPA, which left us in a position where we would have had to establish a price. If the ministry had done that, potentially we would have been giving a manufacturer a market advantage. It might not have been against the law, but it would not have been a good thing. We probably would have had a court injunction brought against us to block the book again.

That is when we made the conscious decision to go ahead and publish a book based on the new legislation. That is when the direction from the minister to proceed with the December formulary came down. We went out and said to the people: "We are serious this time. The legislation is coming down and we will be publishing a BAP

formulary." We went out and got best available prices, which are reflected in this book. On the other hand, there is no denying that a lot of manufacturers did not understand BAP. At this time, everybody in the province is going through a learning exercise as to what BAP is, how it works and what the prices mean. With the publication of the next formulary, we will see a lot better understanding of the whole process.

Hon. Mr. Elston: We have a brand-new system. Just so you understand where we are at, this is a new definition of reimbursement mechanism and we have to deal with that. We have to struggle with it a little bit. We are looking at the information we can accumulate in these early days, and we will make efforts to correct the problems.

That being said, I want to underscore the fact that I get more comments about the prices as a problem, but there are some pharmacists whom I have phoned back and spoken to who are not unhappy with the whole exercise. Some are making very positive suggestions directly to me in terms of what might be helpful to them in cleaning up some of the administrative things. When people make suggestions like that I ask them to drop me a line and let me know, because when you get to sit down it perhaps takes a little more thinking in terms of what might be required. That exercise is going on in the communities as well.

We have a lot of work to do to make the system responsive to the health needs of the individuals, and we are willing to consider whatever suggestions are made and weigh them in terms of implementing what is really a new system for an existing program.

Mr. Andrewes: I wonder if Dr. Psutka might expand on his comment that the manufacturers do not understand BAP, best available price.

Mr. Psutka: What I am hearing back from various sources, including the college and the OPA, is that they have had many manufacturers calling them concerned about BAP as to how it will affect their market. I was told by the OPA, even as of noon today, that a few manufacturers are still potentially refusing to sell in like quantity to a purchaser at BAP, and I said that what I needed in that case was evidence so we could enforce the act.

In other words, the act states they must sell that medication at that price. If they have a price that is available to one person in this province, it is supposed to be available to others. What they pointed out was that some of the wholesalers in this province still are not able to achieve BAP,

which means there is a difficulty if a pharmacist deals with a wholesaler to achieve BAP if the wholesaler cannot buy. If you will recall, we debated at great length here as to how we would make that happen, and would we not have the authority of the law to enforce that.

We also had people confused as to what BAP was. Basically, it means what the law says; BAP is defined in the act and that is the BAP. We put that into the submission that was sent to the manufacturers.

Mr. Andrewes: Are you saying that the law becomes more definitive in terms of the marketing language, that the marketing language is always interpreted to suit marketing?

Dr. Psutka: It is very defined at this point, as before. With this act, we have become a very major force in the market.

Hon. Mr. Elston: I think everybody has an understanding of what the concept of actual acquisition cost is in that you pay for something and you deal with that. But BAP is somewhat new; it is a new concept in a marketplace that is well established. It will take a while for that to work through. That being the case, we have to take a look at what our legislative structure and definitions will require us to receive in terms of information.

Mr. Pierce: If a wholesaler is supplying a druggist and is not supplying him at the best available price, are you telling me the legislation allows you to go after the wholesaler?

Dr. Psutka: No. The manufacturer.

Mr. Pierce: What about the wholesaler, who actually invoices the druggist?

Dr. Psutka: Let us use an example. If someone somewhere in this province strikes up a deal with a manufacturer to buy 10 million vitamin-C tablets for half a penny apiece, that is the BAP. If we find that out, half a penny is the BAP for vitamin-C tablets of that strength—if you buy 10 million, which the wholesaler probably can do. If the wholesaler goes to that manufacturer and says he is going to buy 10 million tablets, he should therefore achieve that price by the legislation, and if not, he should tell us. We will go to the manufacturer and ask, “Why not?” If the manufacturer says, “Because I did not feel like it,” or whatever, we will have to decide whether to enforce the act. We have authority to do various things. We can delist the product, among other things.

17:10

Mr. Pierce: What about druggists who receive the product and do not get the best

available price, but are subject to selling it across the counter at the best available price?

Dr. Psutka: There is a 10 to 20 per cent up-charge or markup that is also in the act. At this time, it is at 10 per cent. That should allow flexibility so that either the little guy or the big guy can still purchase it.

Mr. Pierce: You say it “should allow,” but what if it does not allow? I come from northern Ontario where a druggist may have to order his supply from a wholesaler in Toronto. The best available price in Toronto is \$1,000 for a million tablets of whatever, but he has to get the product to northwestern Ontario. There is a freight cost to get it there whether it goes by Purolator or Canada Post. You are chewing away at the 10 per cent. In the meantime, the wholesaler charges him above the best available price because he is only buying 1,000 of the 10,000 units that were originally requested. What does the druggist do?

Dr. Psutka: He gets actual acquisition cost, which is also in the act. On the other hand, the wholesaler should still be able to get that price.

Mr. Pierce: The response I got from your ministry yesterday was: “That is too bad. He has to make up the cost in his fee and he has to post it as being an addition to his fee for actual cost of the drug.”

Dr. Psutka: Were you talking to someone on my staff who said that?

Mr. Pierce: Yes.

Dr. Psutka: Do you know who?

Mr. Pierce: I can get you the who.

Dr. Psutka: That was misinformation. It must be misinterpretation of your question.

Mr. Pierce: I am interested because I have a number of communities that have small drug stores. The druggists are saying to me: “Under this new formulary, I can no longer stay in business. It means that where I am servicing a community of 1,000 people, I am going to have to do something. That something is to get out of this small community because I do not handle that many prescriptions. I make money on prescriptions as well as on selling all kinds of little cosmetics in the drug store and I provide a service. Under this new scheme, I cannot survive.” When I get that kind of answer from your ministry to send back to a druggist in a small community—

Hon. Mr. Elston: Was it my staff or people in the program area? Where did it come from?

Mr. Pierce: People on your staff.

Hon. Mr. Elston: That was not appropriate information, whether there was a misunderstanding of the question you asked or not. Actual acquisition cost is a concept that is well known to people in community pharmacies as a backup for people who are unable to attain at the level of purchase.

For your information, one of the complaints I have received indirectly is that the administrative procedures under which the claim is made for actual acquisition cost require filling in a paper and require backup, which is true. From my standpoint, the information for that individual is that the actual acquisition cost is available to him under the Ontario Drug Benefit Act. It is not available on the basis of the cash marketplace. That is a problem. If there is a substantial cash market, they cannot charge actual acquisition cost because of the way the concepts were implemented during our amendment sessions. The BAP is a child of the amendments.

As far as ODB is concerned, they have the fallback to us, to the actual acquisition cost. That will assist people such as in your community who are similar to the people who provide service in my area. They might have 60 per cent of their market under ODB. There may be some problems with the administration but you can tell them that there is actual acquisition cost for them.

Mr. Pierce: Is that actual acquisition cost f.o.b. at the door of the druggist or is that f.o.b. at the door of the wholesaler in Toronto?

Hon. Mr. Elston: It is at the door of the druggist.

Mr. Andrewes: Does that include the 10 per cent?

Hon. Mr. Elston: No, it does not include the 10 per cent if they have not paid it.

Mr. Pierce: The 10 per cent is over and above.

Hon. Mr. Elston: As I understand it, certain items are excluded from actual acquisition cost such as free goods and things such as that. We have a definition of what that cost is. They can follow that. You can tell the people that as far as ODB is concerned, there is a fallback position for them.

The other interesting item raised by the deputy in our little chat was whether the question of availability of the price is on the basis of availability of the existing stock at those prices or whether they are talking about obtaining new stock or future supplies of goods at that price. We have to examine that and see where we will go,

but under ODB we are willing to address the acquisition cost question.

Mr. Pierce: What about a druggist in northwestern Ontario who purchases his drugs from Manitoba or is supplied from Manitoba?

Hon. Mr. Elston: Mr. Burrows has this specific item under consideration and he will tell us a bit about it.

Mr. Burrows: We had a specific call on this subject the other day. I spoke directly with a wholesaler in Winnipeg. One thing that is happening as a result of this legislation, because it is a new concept, is that the marketing structure is shifting around and adjusting to the new circumstances. In the case of the situation you describe, this particular wholesaler—I understand there are more than one in Winnipeg—has revised his up-charge to accommodate the Ontario clients and is matching the prices available elsewhere in Ontario. There does not seem to be a unique problem there.

I spoke directly with the pharmacist involved, who I believe was in Fort Frances. He indicated he was aware of our conversation with the wholesaler. He had received feedback and was quite happy with what was happening. He expressed considerable appreciation that this seems to be working out. It is a question of the system adjusting to a new set of circumstances.

I do not think there is any way we can guarantee that everybody in the distribution chain will behave the same way. Things may turn up from time to time. One of the advantages of the acquisition cost definition being in the regulations is that there is at least the possibility of some flexibility if a serious issue develops and the system does not seem to be able to adjust. Unfortunately, we cannot say the same thing for BAP because it is in the act.

Mr. Pierce: Then a druggist in northwestern Ontario who acquires his drugs from a wholesaler in Manitoba can use the actual acquisition cost formula for pricing his drugs.

Dr. Dyer: For ODB. That means stock he has bought before at an acquisition cost that is higher than the BAP. If he is phasing out his stock, which some of them are, he can apply the cost for the period he is phasing it down.

The Vice-Chairman: Mr. Reycraft is trying to get on; I am not sure in connection with what. I will let him explain before we get too far involved and away from what might have been the original matter.

Mr. Reycraft: It is a closely related question. Where a pharmacist applies for actual acquisition

cost or compensation instead of according to the formulary price, will this delay the time it will take for him to be compensated by the ministry? Will it take longer to recover acquisition cost as opposed to getting the formulary price?

Hon. Mr. Elston: With reviewing the material, it might take a little longer. I do not know how much experience we have yet—

Mr. Burrows: We have not had any experience with it.

Hon. Mr. Elston: We are just over two weeks into the working of it. Mr. Burrows will describe the process that is set up to deal with it.

17:20

Mr. Burrows: Perhaps I can first clarify that the acquisition cost provision in the legislation is not envisioned as something that will be a customary or run-of-the-mill thing. It is quite likely that during the adjustment period there might be, for various reasons, more acquisition cost claims than we would otherwise experience. The anticipation of the legislation is that, with the sifting out of such things as the percentage to be added to the best available price and the shifting going on in the marketplace such as one leading manufacturer of analgesics who has reduced his price by 50 per cent as a result of the legislation, the number of such claims will be relatively low.

The mechanism that has been established was established with the anticipated level of demand in place. It requires that we be provided with documentation to substantiate that the person who is making the claim could not buy the product at that price—not the best available price but the reimbursement amount, which is 110 per cent of BAP.

It is quite likely that we may have to adapt what we are currently doing once we get a feel for the number of such claims that we will experience. There is some indication that it may be a problem in some areas; in other areas, it may not be a problem. For example, single-source drugs are available from only one manufacturer. The 10 per cent on those, by and large, seems to cover all the distribution differentials adequately. In fact, there are some indications that on high-volume drugs this may be quite favourable to a pharmacy. By the same token, there may be some low-cost interchangeable drugs that a slightly higher percentage of people cannot buy at that price, at least for now while the sifting is going on.

There is some indication that for some drugs and perhaps for some geographical areas, more claims are coming in than for others, but we do

not know yet because the claims are just starting to hit the system. Next month, once we have had 30 days or so of experience and the system has had some adjustments, we will be able to determine clearly what the situation is. At that time, if necessary, we may be able to make some administrative decisions.

For example, as to requiring documentation to satisfy ourselves that the product could not be made available at a particular price, if everybody in the same area is saying the same thing, we will probably be able to take a fairly quick decision that until further notice we will not need the documentation for that drug in that area. That sort of situation has prevailed in the past. It has not been uncommon over the years for a drug occasionally not to be available. The most famous situation was back in the 1970s when, as a result of the Vietnam war, there were periodic shortages in the availability of quinine.

A mechanism has existed since the mid-1970s and still exists for out-of-stock situations where a pharmacist says he cannot get the drug, that it is simply not available. If we can verify that, after a few such claims have come in, we simply send a message back that says: "Do not send us any more paper. We are convinced." We have adjusted the claims payment system overall to accommodate that.

Mr. Pierce: What if it is available from Toronto with a two-week delivery and from Winnipeg with a 24-hour delivery? What do you call "available"? Is that where you see whether you can make some administrative adjustments and whether you will accept the cost?

Mr. Burrows: There are many words in the act that are not defined and they require some adjudicative interpretation. I suspect we will learn what the best meaning of those words is in a relatively short time. In the case of the acquisition cost claim, as it is conceived, the definition in the act is quite specific in defining what we can and cannot do within the law. For example, it says that the operator of a pharmacy must satisfy the minister that the operator was not reasonably able to purchase any listed drug products. In the case of a multiple-source drug, it would be any brand of that drug at the BAP, at a price less than or equal to the amount provided for in the regulations, which is the BAP plus 10 per cent.

Mr. Andrewes asked what we are doing in the way of information. Everybody in my branch literally has been on the telephone since December 1. I am not aware of any telephone call that has not been answered. Of the ones I took personally, I estimate that about one third of

pharmacists for the first few days did not realize, because they had not read the information, that the 10 per cent was to be added to the printed amount and that this was a change from the past. Once they understood that, a great deal of concern went away. Mind you, they have concerns about other points, but that group of people simply needed to understand that the number was 110 per cent of that number in terms of whether they should be concerned about making an acquisition cost plan. We are aware that there are situations and we are prepared to take administrative decisions if the demand warrants it.

Hon. Mr. Elston: I had forgotten, but as I understand it there are interim payments to pharmacists on the basis of what is anticipated monthly. In this situation, it is 50 per cent of what could reasonably be anticipated to be their monthly bill. Therefore, they still receive a flow of money in any event, in spite of the fact that they may have to do some work with particular drug products that they are unable to accommodate under the 110 per cent that is shown.

That deals partly, but not fully, with your question. Mr. Burrows has indicated that we are not yet into the system to the extent that we can provide any idea of how much we are going to have to do in terms of work with the legislation to accommodate actual acquisition cost.

Mr. Andrewes: I should put one or two things on the record that have come to our attention relative to the whole question of the best available price. The concerns that the minister alluded to are the administrative aspects of falling back to the acquisition cost and the necessity to document and fill out the forms and so on, which a number of pharmacists are objecting to.

Hon. Mr. Elston: We have to have something on which to base a judgement.

Mr. Andrewes: I think we have had a fairly good discussion of the issue, so I will not continue along that line. I want to put a number of things on the record that you might respond to; if you do not, I will look for the response later.

There is something called Slow-K, a potassium compound. I am told that the best available price for 50,000 tablets would cost a pharmacist in the neighbourhood of \$2,600. Most small independent pharmacies would not dispense that quantity in a year. There is a drug called Voltaren for treating muscle spasms. The best available price for 10,000 tablets represents an outlay of \$4,500 to a pharmacist. In a smaller community, that quantity would not be dispensed in a year.

I am told all creams and ointments are priced at a best available price of 500 grams and most prescriptions call for 50-milligram tubes. I assume that a pharmacist cannot buy at the best available price unless he purchases the 500 grams, which necessitates transferring them into the 50-milligram tubes. Another is eyedrops; apparently the formulary deals with a best available price for a 10-millilitre size and most prescriptions are written for five millilitres.

I will touch on a number of other areas. I expect that these matters are well documented within the ministry by way of letters to the minister, but I had a call from Stan Agasee in Downsview. He had a particular problem in that he has customers of different racial origins. They are cash-paying customers. He is compelled to tell them that he may have a lower-priced drug in the inventory that he will dispense to them or he has them sign the prescription that they have been told. He has difficulty in making them understand why they have to go through this procedure. He raised the issue of the inventory he has on hand and the fact that the interim formulary price means he in fact would lose money on that inventory. I think Dr. Psutka touched on that a little earlier.

17:30

I mentioned the whole requirement for him to explain prescriptions. His other aggravation is that, under the new formulary, he finds it is taking him an extremely long time to calculate the price, and his most recent purchase came in from the Drug Trading Co. at twice the value in the formulary.

Again, in a letter to the minister that I was asked to raise from Duncan F. Durham, Brisbois Pharmacy Ltd., 2564 Yonge St., Mr. Durham raises the whole issue of the timing of the formulary: "These bills and regulations came into law at 12:01 a.m. Monday, December 1. On December 1, at 11 a.m., I received in my store by Priority Post courier an envelope containing 312 pages," and so on.

Hon. Mr. Elston: May I discuss that, since you raise that item? There are a couple of other items I might want to comment on as well.

We were advised by our friends at Priority Post when we put this stuff in the mail that there would be turnaround delivery within 24 hours, and they were supposed to be out no later than Friday. That did not occur, and I have made inquiries concerning what we might do about Priority Post not fulfilling its commitments with respect to its service. To be quite frank about it, they did not do what they said they could do. That did, I am

sure, cause considerable problems, particularly for this individual, as it did for others. I understand there were some people in the great city of Toronto who did not receive their materials until Tuesday or maybe later.

I do not know how we could have done it much better, except perhaps to have had everybody drive downtown to pick them up. I do not think that is very acceptable, either, when we have busy people. When we were given an undertaking and an assurance that the deliveries would take place in a timely fashion, we went with it. We cannot correct that now.

Mr. Andrewes: Okay. May I finish this letter? Maybe you will want to comment on the rest of the issues then.

Mr. Durham, from the Brisbois Pharmacy, says the following: "For the ODB prescriptions I filled for the first six days in December, the cost price allowed by ODB is 99.7 cents less per prescription than that allowed per prescription for ODB prescriptions filled in November of 1986."

He raises another issue, and that is with regard to the dispensing fee:

"You have allowed a 32-cent increase as of December 1, a 6.4 per cent increase over a two-year period. It is not only below the rate of inflation for that period but is much below the increased cost of running a pharmacy."

"Finally, the pricing of over-the-counter drugs in the formulary is not consistent with treating them as prescription, since the patient must get a prescription for the OTCs covered by ODB and the pharmacist must treat this OTC and bill it to ODB. As prescription, it should be paid for as a prescription: that is, cost plus fee."

These are selected readings. I do not want to read them all into the record, but I think that totally covers a number of issues. You have indicated that you are looking for places where the legislation can be improved and shored up. Certainly the administration of the legislation, now that you are some two weeks into it, I think we all agree can stand some alteration, but I have sampled these to give you a variety of the responses we are getting.

Hon. Mr. Elston: I appreciate your temperate reading of correspondence. Of course, on our earlier go-around with Bills 54 and 55, we did hear considerable reading from correspondence that was directed to the issue.

Mr. Andrewes: Not from this member.

Hon. Mr. Elston: No; I do not want to leave the impression that this gentleman cannot speak on his own, but I do recall that a number of

members were reading entire letters that advised us of their concerns.

However, I would like to deal with two or three items that were raised. One is with respect to the first letter you read from a gentleman who was having some problems in communicating with people of various language heritages, I presume. Of course, in operating his pharmacy, I presume this is an ongoing difficulty for him, because we were told during these hearings that pharmacists do like to communicate with their patients the information that is required for them to take their medication in an appropriate manner.

The item about requiring a signature is part of a guideline that was established by the college, suggested by the college. It is not specifically contemplated by the legislation, but I think from the college's standpoint it is a clear indication that advice has been given. I appreciate some concern raised in that area.

For the purposes of the operation of that outlet, communication has to be an ongoing concern and it was not brought on totally by the new legislation on its own, in fairness to the legislation.

I have some concern about the question of calculating the price, which I think the first letter also spoke about, because I am not sure exactly what is being contemplated there. Is he trying to determine what his acquisition cost is of those products from the invoices he has received, or is it from the standpoint of calculating what he will be reimbursed? That is an important aspect for us to understand, and we would like to know some more definite information on that from you now.

Mr. Andrewes: I think he is saying that his actual acquisition cost exceeded what he would be allowed, in the formulary, for the drug. He is saying that his inventory is valued at a higher figure than the current formulary would allow him to value that inventory at.

Hon. Mr. Elston: It may be that he may have been under the same misapprehension that Mr. Burrows spoke about: that is, the fact that the price listed does not include the 10 per cent, for instance, although I think he mentioned the fact that one delivery was twice as high as, or 50 per cent higher than, what they would be reimbursed under the ODBP. There may be some reason for taking a look at the specifics of his concern, but I thought he had indicated a concern about calculated price. I am not sure how that is to be interpreted, because it is fairly standard that the price to be reimbursed under the ODB plan is 110

per cent of the price shown in the formulary for that drug product.

Mr. Andrewes: The last letter I read indicated difficulty in calculating the price only because it required a longer time.

Hon. Mr. Elston: I am sorry; it was perhaps the second one, then, the letter I was—

Mr. Andrewes: Longer hours in the pharmacy and stress on his employees.

Hon. Mr. Elston: Those items are interesting for us to note, and I am sure we will take them into consideration in dealing with our analysis.

There was some indication in the last letter that they felt the OTCs were not being dealt with appropriately. I can tell you that the OTCs are not being dealt with any differently now than they were under the previous regime. In fact, we had to go back when we were dealing with the amending process here in this committee to ensure that we instituted a section that allowed us to continue with the OTC circumstance in the same manner as prior to the legislation.

We have not changed that. It may be that he has a long-standing question about the appropriateness of that procedure, but it has not been altered at all under our legislation, so that may be historical in nature rather than a result of our legislation.

The Vice-Chairman: Are there any further questions? Are we proceeding on a vote-by-vote basis or are we generally wandering across the landscape in search of issues?

Hon. Mr. Elston: We are certainly meandering. We can vote the estimates now.

The Vice-Chairman: I have no problem.

Mr. Pierce: Mr. Chairman, are we still wandering? If we are, I have some other items.

The Vice-Chairman: If you want to stop at some point in your geography, go right ahead. Something to do with pharmacy Bill 54 or Bill 55, the aftermath, the formulary, all that. That is the terrain we are on.

Mr. Pierce: I have no other questions on Bill 54 or Bill 55. Maybe somebody else on the committee has.

Hon. Mr. Elston: Maybe I should just say by way of windup that, in addition to all the reviews we are doing, we do intend to publish a new formulary early in the new year, as daring as that may seem, since I tried to publish some before.

We now have the legislative capability to carry through with the intent, and we will probably get some constructive assistance in helping us accommodate some of the concerns that have

been raised here by members. We also now have the legislative framework within which to receive the information. I am interested in trying to deal with the publication of a revised formulary where the information is available to us.

The Vice-Chairman: Mr. Jackson, are you going to cycle us back into the issue now that the minister has summarized?

Mr. Jackson: No, but I had asked the minister a question in the House prior to the December 1 implementation date with respect to whether he was going to go to the six-month cycle, which means that the formulary would have almost a seven-month lag to it.

Hon. Mr. Elston: With this particular one, because it is a new concept, I am willing to put—

Mr. Jackson: Fair ball, but my question was—

Hon. Mr. Elston: It is not going to be a continually updated formulary. It will be a periodic formulary.

Mr. Jackson: But you have not settled on your schedule yet.

Hon. Mr. Elston: The dates are not yet settled, because we are dealing, of course, with the concern about putting this system into play.

Mr. Jackson: What you are stating now, which you did not state at the time and perhaps were unable to state at the time, is that you are amenable to advancing or looking to the production of a new formulary that would debug this one.

Hon. Mr. Elston: I am always agreeable to debugging these formularies.

Mr. Jackson: Fine; I am delighted to hear that. I want to compliment you for it, and I understand why you could not give me a more complete answer when I asked it in the House. We were confident you would come to the same conclusions about the formulary.

Hon. Mr. Elston: As we were saying a little bit earlier, it is a new regime for an existing program and it will take us some time to get the right information and to get people to respond on a basis of familiarity with the requirements of the system. That requires us to be relatively flexible in the early stages of this and to take a look at where we can make improvements.

Mr. Andrewes has read a couple of letters. As well, I have been requesting direct responses from some people to help us deal at an early stage with some of the concerns about the problems that may be experienced in the field.

Mr. Jackson: May I have just one quick question? I unfortunately was unable to participate in the bulk of your responses. Was there any discussion of, or do you have any concerns about, the way in which drugs are dispensed in the nursing homes with respect to the individual contracts? As I understand it, there are contracts with pharmacists to provide this, and in Ontario today there may be several different approaches to it. Perhaps the deputy could respond to that question and even advise us whether any component parts of that are being examined, whether you are looking at policy changes in that area.

Dr. Dyer: There are two pilot projects, so to speak, that we are funding under capitation. They are quite interesting. We are looking at that.

Mr. Jackson: Where are they?

Dr. Dyer: London and Niagara. We pay the pharmacist a fixed amount per month for the drug component. We are watching that very carefully because it has interesting aspects with reference to utilization and the amount of time the pharmacist will spend in the home reviewing the drug charts and so on. That is what we want to achieve, if we can do it: to have the pharmacist's presence as a monitor within the setting. If pharmacists are paid the way they are in the rest of the system, on the basis of dispensing fee and dispensing cost, there is not much of an incentive to review the amount of drugs that are used in the homes.

We are looking very carefully at capitation and other kinds of mechanisms, if you will, that would encourage the pharmacist to become more of a professional adviser within the nursing home setting rather than just a supplier.

Mr. Jackson: Which would be more a comment about the relationship vis-à-vis nursing homes but not about the professional relationship with an over-the-counter situation. I would agree with you on that distinction.

How long is the pilot project and at what points will you be monitoring it? Are there any reports on progress with it?

Mr. Burrows: Two pilot projects have been going on since the late 1970s. During the first three or four years, there was a concentration in assessing the projects on the basis of the cost components. We realized that before we could make a final recommendation in terms of policy we needed more information about the service aspects; so we set up some indicators and have monitored those over the past three years.

We are at the point now where we have extended temporarily the London project. The Niagara project expires, theoretically at least, at the end of March. We intend to bring forward a policy recommendation in the first three or four months of next year. At that time we will have data on the cost and on the service which should permit a decision on both points. Where we go from there, I suppose remains to be seen.

Under the Ontario Drug Benefit Act there is provision in one of the early clauses for alternative arrangements, provided they are agreed to by the parties involved. That is one of the reasons that is in there, to permit such things to continue. Alternatively, we could expand the pilot project, for example, if that were agreeable to the profession. There are any number of possible options.

At this point, the preliminary cost information is somewhat conflicting. In the London project, which involved only one home for the aged, there were minimal savings; but in the Niagara project, which involved originally four homes—one of the homes was eventually shut down—the savings were quite substantial in terms of the overall cost for the professional service component. We now have some information on the drug-cost component, which again gives us cause for further investigation. We are not sure today exactly what that is telling us. In the service aspects, there does not seem to be any doubt that service was improved in both instances.

One of the things that happened while these projects were going on in homes for the aged, for example, was that many of the homes for the aged in the province got wind of these projects and bargained for the things that were in the service contract with the supplier. In some ways the service aspects have spread throughout the province much more broadly on a voluntary basis, and it is not linked to the reimbursement amount. What we have to do is conclude these projects and make up our minds about where we go from here; we are on the verge of doing that.

Mr. Jackson: You indicated that in the Niagara project there was an identified cost saving in the service component. Why then are we stopping the pilot project in March?

Mr. Burrows: The tendered arrangement for the services expires at the end of March; so it is a decision point. It is not necessarily a decision not to continue; it is a decision of what to do from there on.

17:50

Mr. Jackson: What will the alternatives be for that group of homes? What will their options be?

You may make the decision that this is enough of a pilot project in that you have your sampling now and you can get it into a provincial policy perspective. But what does that specific service do, and why are we not considering, or can the minister advise whether we are considering, extending the tender?

Hon. Mr. Elston: We are considering an extension; that is what Mr. Burrows said. It is up for review because that is the extent of a limited project's work. They are going to be developing some material for us to consider in a policy manner, and I presume the options are to continue with the current relationship, to develop some other mechanism or to return to the type of provision of service as there is now in other homes, where an uncapped fee system is carried out. Basically, Mr. Burrows said, "Yes, we will have to analyse that and the policy will have to be"—

Mr. Jackson: I am trying to get a sense of whether we are going to be extending the contract. You are certainly not in a position to advise that you will be able to react in the month of March, which is the bench month, with a program. In all likelihood, we are looking at extending that contract or putting it back out to tender, which is what I think you indicated happened in London; you said that one has already been extended.

Hon. Mr. Elston: It was extended.

Mr. Burrows: In London, we made an arrangement with the supplier and the home as well as with the municipality—it is also involved because it is a municipal home for the aged—in which the contract was voluntarily extended but in such a way that the pharmacy was not penalized in terms of reimbursement. We worked out a formula whereby the capitation rate is adjusted so the pharmacy is receiving the same amount as it would receive on the fee method, pending a policy decision with respect to long-term applications.

We had to do that because that contract expired in August and we knew we were not going to be ready to make a policy recommendation until we were close to the end of the Niagara cycle. If necessary, I presume we will be in a position to make the same kind of temporary adjustment there until such time as policy direction is received. The program area is hopeful, of course, that we can obtain that direction early in the new year and decide upon a course from there on.

Mr. Jackson: I will be most anxious to look at your announcements in that area. I hear some

good things about the program, and especially about the principals who are involved, both the operators of the homes and the pharmacists; we have some exceptional people trying to make the project work.

Hon. Mr. Elston: I appreciate your comments, and I will be looking forward to dealing with that issue as well in a timely manner.

One item that is of interest when we deal with systems like this is that there are some other ways of dealing with it. Dr. Psutka has some information that will be of interest to you about the question of accountability that comes into the drug usage side of things too. If you wish to hear a few words on that, that is reasonable; if not, perhaps we will advise.

The Vice-Chairman: Let us ask Mr. Andrewes what his concern was.

Mr. Andrewes: My question was about the sort of professional involvement the pharmacist has in the situation.

Dr. Psutka: What you are talking about is accountability, and you are hearing that there is a form of accountability built into a capitation system. What we are concerned about in the program is a growing utilization of the program, and it is important that we find ways and means to address that. One of the things we are encouraging and looking at right now is utilization methodologies. We have coming to us in January, from a consortium of three universities, a world literature search on methodologies that are being put in place around the world to look at drug utilization.

One of the things we keep hearing about is what is happening below the border in health maintenance organizations. When you get pharmacists and physicians working together as a team in an HMO, it is intriguing what they can do. At this committee level, when we were discussing the cost impacts in the program, a great debate was raging at one time about the 30-day-supply rule. Some of the statistics that were current then showed that in Ontario we were dispensing approximately 24 prescriptions per senior citizen, whereas in British Columbia, which did not have a 30-day-supply rule and where it was dispensed as written, we were looking at about 14 prescriptions per senior.

When you went below the border, into Puget Sound, where they have an HMO for the same size of population and the physicians and the pharmacists are working together because they are employed by the HMO, we were talking eight prescriptions per senior.

When you broke out the costs, it was obvious there were cost savings. The other thing is that because the HMO was dispensing generic and—

Mr. Jackson: There are no cold remedies because there is no snow out there. That would halve the statistic right there.

Dr. Psutka: But they all jog and have arthritis.

Mr. Jackson: I am only kidding.

Dr. Psutka: What we are getting at here is that there are ways and means of approaching this, but it is a matter of how one introduces this interest and accountability into this system. That is what we are hearing here. The capitation project is one thing. Once we get our utilization review data and make that public, we would like to begin working with the various providers in the province to look at some of these things.

There is interest at most of the universities and in the teaching practices to begin to look at drug

utilization, and I think we will be seeing a lot of those activities in the months to come.

Mr. Andrewes: I suggest to Dr. Psutka that might make an interesting issue for the select committee on health to consider at some point in its pursuit of alternative health care options.

The Vice-Chairman: If there are no further questions on this line, I suggest we revert to the main office vote; at the same time, since it is so close to six o'clock, I suggest we adjourn until after orders on Thursday afternoon. Agreed? Agreed.

Mr. Pierce: At our next session, will the minister have somebody here who is able to talk on capital projects?

Hon. Mr. Elston: Yes. If questions are raised at that time and we cannot provide a definite answer, at least we will be able to take them under advisement.

The committee adjourned at 5:57 p.m.

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 Andrewes, P. W. (Lincoln PC)
 Harris, M. D. (Nipissing PC)
 Jackson, C. (Burlington South PC)
 Johnston, R. F., Chairman (Scarborough West NDP)
 Pierce, F. J. (Rainy River PC)

Witnesses:

From the Ministry of Health:

LeNeveu, R., Assistant Deputy Minister, Administration, Finance and Health Insurance
 Psutka, Dr. D. A., Assistant Deputy Minister, Emergency and Special Health Services
 Brand, G., Director, Ambulance Services Branch
 Burrows, A. R., Director, Drug Programs Branch
 Elston, Hon. M. J., Minister of Health (Huron-Bruce L)
 Dyer, Dr. A., Deputy Minister



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Education Amendment Act

Second Session, 33rd Parliament

Monday, January 12, 1987

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, January 12, 1987

The committee met at 3:44 p.m. in committee room 1.

ESTIMATES, OFFICE RESPONSIBLE FOR WOMEN'S ISSUES

The Vice-Chairman: I call this meeting to order. We are doing the estimates of the Office Responsible for Women's Issues. Seven and a half hours will be devoted to the proceedings. I believe the Attorney General, the minister responsible for women's issues, has a statement he would like to deliver to us.

Hon. Mr. Scott: I have a statement. First, I would like to thank the committee in so far as it participated in setting so many hours for women's issues in this year's estimates. I take it that reflects a high level of interest in the subject and not particularly such a high level of concern about the administration of the Ontario women's directorate under my authority.

I am pleased to have the opportunity to talk about the programs and activities of the directorate during the past year, as well as the activities of the Ontario Advisory Council on Women's Issues, which reports to the minister.

The past year has been a notable one. One of the most important events was the introduction of pay equity legislation for the private and broader public sectors. With Bill 154, which was introduced on November 24, Ontario took an historic step towards economic equality for women.

The Ontario women's directorate played a strong role in the preparation of the new legislation. I would like to begin today's review by describing the directorate's work in general.

The directorate is an agency of the Ontario government that is responsible for identifying issues of particular concern to women. It also works with ministries and other agencies to ensure that women's issues are taken into account when government policies and programs are developed. At present, each proposal to cabinet must include a statement outlining its impact or anticipated impact on women. The directorate is currently reviewing the effectiveness of this procedure.

Staff work closely with staff in ministries and other agencies to design programs that will benefit women. In addition, the directorate

develops and delivers programs in the areas of employment equity, family violence, education and the funding of community projects.

At the first ministers' conference in November 1986, I stated that most women's issues are economic in nature. One of our highest priorities, therefore, is the attainment of women's economic equality with men. Many of the initiatives I shall now describe are aimed at this goal.

The major policy thrust of the directorate during the past year has been in the direction of pay equity legislation for the private and broader public sectors.

This government and, indeed, all political parties in Ontario are committed to legislation as one means of narrowing the wage gap between men and women. The wage gap for the province currently stands at about 36 per cent. We know that part of the gap can be attributed to such factors as the difference in number of hours worked, experience, education and unionization. Very little is due to conscious discrimination on the part of the employer. A significant portion of the gap persists, however, because the majority of working women in Ontario are concentrated in a small number of occupations in the clerical, sales and service fields. These types of occupations, traditionally known as women's work, are undervalued, and they are lower-paid than jobs done by men.

It is worth pointing out that of the 500 job categories in the Canada census, women represent a majority in only 20 of 500 job classifications, even though they comprise 44 per cent of the full-time work force in Ontario.

The green paper on pay equity, published in November 1985, raised issues and questions about the implementation of pay equity. These questions had to be answered before legislation could be introduced. Accordingly, the government organized a series of public meetings to seek the views and suggestions of employers and employees on the practical details of implementation.

The public consultations ended in mid-May. In all, the panel received nearly 400 submissions from business, labour and women's groups and from individuals. These submissions are summarized in the public consultation report on pay equity, which was released in September 1986.

The public consultations were valuable as a means of educating the public about pay equity. They also provided us with insight into how pay equity should be implemented and what its anticipated effects will be. I believe that, in addition, the meetings demonstrated there is public support for the legislation. There is opposition too, of course, but much of that will fade, I am convinced, when employers see that pay equity legislation is not going to have the devastating results that some employers have predicted.

1550

Bill 154 is currently awaiting second reading in the Legislature. The purpose of this pay equity legislation is to eliminate gender-based pay discrimination. It will apply to all employers in the broader public sector and to all private sector employers with 10 or more workers.

Ontario's pay equity legislation is unique. It is one of the first bills in North America to include the private sector as well as the broader public sector. In my opinion, one of the legislation's key strengths lies in its implementation method. Many pay equity policies rely on a complaint-based system where employees must lodge a complaint before any remedial action can be taken.

However, our proposed legislation is both employer-initiated and complaint-based. This means that employers are asked to ensure that their organizations are free of gender-based pay discrimination. Employees are still free to make complaints but the dual system establishing employer and employee responsibility will ensure that Bill 154 is fairer and more effective, and I believe faster in implementation, than pay equity policies elsewhere.

The new legislation will cover almost 86 per cent of Ontario's female work force. When it is combined with pay equity for women in the Ontario public service, the wage gap in this province will be significantly reduced.

Pay equity legislation, and our bill in particular, is expected to narrow that portion of the wage gap that has resulted from the undervaluation of women's work. But what about the root problem of occupational segregation and other discriminatory work place practices? We believe that a broad range of other measures must be employed to improve women's status in the work force.

Thus, pay equity must be considered only one item; an essential item, but only one item in the total package of employment equity measures. Employment equity aims to increase female representation at all organizational levels and

eliminate bias from employment policies and practices. It also includes job training, benefits, child care and flexible working arrangements. All these measures are designed to ensure that women are given genuine equality of opportunity in the work place.

The necessary support for these initiatives is provided by the women's directorate. Through its consultative services branch, the directorate works with employers and employee associations in the public and private sectors to help them implement or expand employment equity programs.

Since 1985, for example, the branch has held 12 in a series of 15 workshops on employment equity in the private and broader public sectors. This year, it has developed a training manual on employment equity. It has also produced instructional videos and publications to help employers set up their own programs.

In the summer of 1986, the Canadian Manufacturers' Association and six private sector employers signed agreements with the directorate to implement projects that will improve opportunities for female employees. In the program called Change Agents, participating employers agree to document and monitor their results and share their experiences with other employers. The directorate offers advice, technical assistance and funding, if necessary. Career guidance and training for nontraditional work are examples of some of the projects undertaken.

Employers in the private and broader public sectors are starting to get measurable results with their employment equity programs. Two years ago, the directorate began recognizing their achievements at an annual employment equity awards dinner. This year, awards were given to London Life Insurance Co., Ontario Hydro, Consumers' Gas and the University of Western Ontario.

These employers achieved results in a number of crucial areas. They increased the number of females in managerial and executive positions, for example. They encouraged female staff to enter nontraditional occupations. They offered career counselling and publicized their programs to their employees. Two of these organizations established child care centres for their employees' children.

For the first time this year the awards dinner was cosponsored by the Ontario Chamber of Commerce. Also for the first time, the award winners received a distinctive medal, designed by the world-famous Canadian medallist Dora de

Pédery-Hunt, who is a resident of St. George riding.

Because employment equity is a relatively new concept, it is important for employers to share their knowledge. In order to promote this exchange, the directorate has encouraged employers to form networks in both the private and broader public sectors. This year, the consultative services branch of the directorate sponsored a seminar on employment equity with the faculty of management at the University of Toronto. The branch also participated in other employment equity events initiated by the networks of other employer associations.

In addition, the directorate helped to organize the business ownership for women conference held in Toronto in September. The conference was made possible by the business ownership for women program, administered by the Ministry of Industry, Trade and Technology with assistance from the women's directorate.

The success of the conference signals a new trend in our economy, the rapid growth in the number of women who are starting their own businesses. It is a trend this government is encouraging. Small business ownership creates economic growth and employment.

The government has also promoted employment equity in the broader public sector, which includes hospitals, municipalities, colleges and universities, and school boards. It does this primarily through incentive funding and by assisting employers to set up their own programs. The allocation for incentive funding was increased by \$1.26 million last year, bringing it to a total of \$4.3 million.

In 1985, the directorate, in conjunction with participating ministries, co-ordinated the first provincial survey of municipalities, hospitals, school boards and universities. The purpose of the survey was to gather data on women's salaries and on their participation in the work force in comparison with men. The ministries will make this information available to their clients.

The results of the incentive funding are encouraging. The number of school boards with employment equity initiatives, for instance, increased to 79 from 19; the number of municipalities to 23 from five; hospitals to 67 from zero; universities to 15 from six, and crown agencies to 19 from five.

The results in the Ontario public service in terms of employment equity for women have been equally significant. Since 1974, the Ontario public service has made some great strides

through its affirmative action program in increasing women's representation within all occupational groups.

Five years ago, Management Board set a target of 30 per cent female representation in the OPS by the year 2000. I am happy to inform you that we have achieved that goal in middle management and administrative services, as the 1985-86 report on affirmative action indicates. In addition, more women are taking advantage of accelerated career development opportunities, such as acting assignments and secondments.

The statistics for 1986-87 are still being compiled. It is already apparent, however, that the number of women in senior ranks has increased dramatically. From March 1985 to March 1986, there was an increase of 8.1 per cent as the number of women in senior level positions climbed from 74 to 80. Recent appointments made between March and September of 1986 make the comparison to 1985 statistics even more striking. The number of executive women increased by 25 per cent.

The wage gap in the OPS is significantly less than the provincial average. According to the 1985-86 statistics, female public servants earn, on average, 79.1 per cent of what men earn. The wage gap continues to narrow every year.

1600

The current affirmative action-employment equity program has been running for more than five years. Accordingly, we decided that it was an opportune time to review it. From January to April 1986, the directorate co-ordinated a government-wide review of the program for women. As a result, several steps will be taken to accelerate women's progress in the Ontario public service. We believe these improvements will further increase the number of women in underrepresented occupations in the Ontario public service.

This morning on the CBC, comment was made by a reporter that only one woman had been appointed a judge in Ontario since the Liberal government came to office. It is worth pointing out that, of the five appointments I have made to the provincial bench since being sworn in as Ontario's Attorney General, three were women.

We cannot discuss women's equality in the work place without addressing training. Training is the key that will open the door to better employment opportunities for women. It will pull more women out of the pink collar ghetto and into nontraditional jobs where growth is predicted. We all know that a well-educated and

well-trained work force is our best offence in an intensely competitive world economy.

The track record of getting women into training for nontraditional programs, however, has been poor. We recognize the need to make these training programs more accessible to women. Accordingly, the Ontario women's directorate will continue to work closely with the Ministry of Skills Development to increase the participation of women in all training programs, but with special emphasis on apprenticeship programs.

In June, at the federal-provincial-territorial meeting of ministers responsible for women's issues, I presented a paper on training policies and programs for women. In the paper I identified and supported a number of measures that would remove barriers to training. These measures centred on financial assistance and on flexible scheduling that would accommodate part-time workers.

A consensus paper that incorporates these measures was developed jointly by the federal, provincial and territorial governments. At the first ministers' conference in November, where the paper was tabled, the ministers devoted three hours to the issue of economic equality. Ontario proposed that this topic should become a permanent item on the first ministers' conference agenda.

At this point I would like to address a major social issue that strongly influences women's ability to take advantage of training and employment opportunities. That is the issue of child care.

Statistics tell us that about 59 per cent of women with children under the age of six are currently in the work force. Women with children are entering and staying in the work force in growing numbers. In 1984, for example, 155,000 working women headed single-parent families, yet there is a lack of licensed, supervised child care facilities.

Ontario is committed to improving these services. The directorate is working with the Ministry of Community and Social Services on the problem. In the May budget the province recognized child care as a basic public service and added \$6 million to boost current facilities.

The whole area of child care financing by the federal government needs reform. Two years ago Ontario proposed that a working group covering federal, provincial and territorial regions should make recommendations on child care funding. The group has completed its work, and I tabled the final report at the June meeting of ministers

responsible for women's issues. In addition, a white paper on new directions in child care is being developed by the Ministry of Community and Social Services and the Ontario women's directorate, with input from a number of other ministries.

At the first ministers' conference, Ontario urged that child care should be included as an item on the national agenda, with a particular focus on changing the financial arrangements. We suggested that the federal government convene a meeting with the appropriate cabinet ministers as soon as possible.

I am pleased to report that, in response to that request, social service ministers and the federal Minister responsible for the Status of Women will be meeting in January to discuss child care. This meeting signals a significant advance in federal-provincial policy-making.

Employers can make an important contribution to the issue of child care. The directorate encourages employers to establish work place child care centres for their employees' children, but the Ontario government also believes it should serve as an example to other employers in this respect. The province consequently provided space and startup funding to open the Queen's Park child care centre in January. There are five other such centres in provincial government buildings.

The measures I have just outlined—training, child care and employment equity—help women about to enter the work force and help those already in it. But the road to employment equity starts earlier; it starts in the schools. Schools in particular have a crucial role to play in informing young women about all the career options available to them and in preparing them for a future that will, according to trends in the employment pattern, include paid employment. Statistics show that women are entering the work force in ever-increasing numbers. Having entered the work force, the average Canadian woman spends a minimum of 25 years in it.

The Ontario women's directorate works with school guidance counsellors, education officials, employment counsellors and women in nontraditional occupations to broaden girls' career horizons and convince them of the importance of studying math and sciences for the jobs of the future and of making those choices early in their academic careers.

The Open Doors program, a pilot project run by the directorate's program development branch, takes women working in nontraditional jobs and matches them up with students from

grades 4 through 10. Women working in dozens of different occupations have been recruited in six Ontario centres to visit schools and talk to students about their work. About 250 women have met with more than 7,000 students throughout the province.

A new pilot project entitled Pathmakers is another effort to encourage students to broaden their career goals. This initiative, sponsored jointly by the directorate, the Ministry of Education and the Ministry of Colleges and Universities, will bring high school students into contact with young women pursuing nontraditional areas of study in universities and colleges.

As the promising jobs of the future will depend heavily on computer skills, the directorate is also working with the Ministry of Education and consultants to develop a computer software program, to be used in high schools, that will combine career counselling with computer training.

In 1986 I told you the directorate had sponsored a film for students that underlined the importance of math and science. I am delighted to tell you now that this film, *Here Today ... Where Tomorrow?*, received third prize in the guidance category at the 28th annual American film and video festival in May. The film and a teachers' guide to its use are available from the directorate and from TVOntario.

Building on these and many other existing initiatives, the directorate has begun to work with other ministries to develop a comprehensive education equity strategy. This plan will address the full range of the educational experience. It will promote partnerships among parents, teachers and students to ensure that young people, whether female or male, are given equal access to educational and career opportunities.

The directorate also supports many different community groups in the province that are working to improve social and economic conditions for women. One way it does this is by hiring students through the summer Experience program to work in a variety of community projects. The students' wages are paid by the Ministry of Skills Development. This past summer the directorate hired 21 university and college students to work on projects throughout the province.

The projects address a number of high-priority issues, such as family violence and employment equity. They give valuable work experience to the students, and the extra staff also enhance the impact of the program. A student employed on one project in Hamilton, for example, helped

organize self-help groups for native women. Another, in northwestern Ontario, organized programs for battered women and their children.

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Community involvement is considered an important aspect of the directorate's work. For this reason, the directorate provides grants to community groups throughout the province for projects that benefit local women. The community grants fund allocation for the current fiscal year is \$540,000. As of December 31, 66 grants had been approved. In some cases cost-sharing agreements were arranged with other ministries. One grant, to the Lincoln County Board of Education, was used to produce a pamphlet for students and their parents about family violence. The pamphlet is being used as part of a pilot course on family violence.

Another area of concern for women is health care. Women have been asking for better access to health services across the province and for services that are more consumer oriented. The government is responding on several fronts. We are exploring a variety of options for hospital births that will offer alternatives to current practices. This effort was supported by the government's announcement in April that midwifery will become a regulated profession under the Health Disciplines Act, subject to provisions to be determined early this year.

A task force on midwifery has conducted an extensive study of the regulatory options open to the government and has completed a series of public hearings in several regions of Ontario. On the basis of this extensive consultative process, the Ministry of Health and the Ministry of Colleges and Universities are preparing a framework to allow competently trained midwives to practice their profession in this province.

In addition, the government now provides transportation subsidies for pregnant women in northern regions who must travel to obtain intensive medical care at childbirth.

The government is also committed to establishing sexual assault care centres in selected hospitals across the province. The Ministry of Health is currently negotiating with a number of hospitals on this matter. It is also in the process of reviewing services related to abortion and family planning in order to provide the government with viable options for improving these services.

A larger, comprehensive study of health care in Ontario is now under way, and many of the issues raised by women will be included in this study. The Ontario women's directorate in particular will be providing input to the study.

Now I would like to turn to a topic that is of special significance. This government recognizes that services to help women have to be adapted to the needs of women who face higher-than-average difficulties. These difficulties may be due to cultural or racial differences or to their isolation from mainstream Canadian society.

The directorate is particularly concerned about native, immigrant, visible minority and disabled women. Making up more than one million of the total female population in Ontario, these women face employment and economic situations that are worse, on the whole, than those of other women.

In the case of disabled women, the directorate provided a major grant in support of the first conference in Ontario to be organized by disabled women and to address women's issues specifically. This and other grants for disabled women's projects totaled \$68,000 in 1986. The directorate is also represented on an interministerial committee that will be co-ordinating and enhancing policies and programs affecting disabled people.

In addition, the recent legislation on the rights of disabled people in terms of sterilization will be of significant benefit to disabled women and is a direct response to their concerns about previous involuntary sterilization practices in this province.

At the June meeting of Canadian ministers responsible for women's issues, I presented papers prepared by the directorate that centred on employment issues for immigrant and visible minority women and economic issues facing native women. These papers called for more detailed data, better access to job and language training programs, more accessible and affordable child care and a review of Canada's policies on foreign educational and professional qualifications. Ontario is dealing specifically with this last point, and I will report on it to the next meeting of ministers responsible for women's issues in June.

I said that I also presented a paper on the economic issues that concern native women. Native women in Ontario face formidable economic problems. I am looking at some recommendations that would help native people explore possible solutions within their own communities, solutions that would be based on the conditions in each community rather than imposed on them from without.

The government recognizes that services for native people must be provided in a culturally sensitive manner. Within this context, the

Ontario women's directorate is exploring policy and program options with other ministries to address issues that are specific to the needs of native women. The directorate also participates in the interministerial committee on native affairs.

In addition, programs such as the northern Ontario small business development program will include policy guidelines directed towards native peoples, and native women will be encouraged to take part in this program. The Ontario women's directorate is also participating in the current native economic development review and is exploring ways to increase the representation of native women in provincial economic strategies, such as skill training and business development. As well, the directorate is involved in a provincial review of immigration and multiculturalism policy and in the cabinet committee on race relations.

I would also like to mention another group that is receiving the government's attention, and that is the province's elderly population. With an expected 55.5 per cent increase in the population of elderly citizens during the next 15 years, compared to a projected 16 per cent increase in the total population during that same period, the government has recognized the need to improve health and social services for the elderly. Since women make up 60 per cent of the population over 65, a percentage that increases exponentially as the population ages, the new initiatives will be of special interest and benefit to elderly women.

A white paper has been prepared to encourage public discussion of the major issues. Currently, \$13.5 million has been allotted for senior citizens' programs, including the establishment of a university department of geriatrics.

In my dual capacity as Attorney General and minister responsible for women's issues, I am pleased to say that there have been several legal developments in the last year that have been welcomed by women. The policy and research branch of the Ontario women's directorate has been deeply involved in the following:

1. The change in the man-in-the-house requirement of the Family Benefits Act, announced earlier this year by the Minister of Community and Social Services (Mr. Sweeney) and me. The amendment means that single mothers will no longer have to submit to the invasion of their privacy that frequently happened in the past under the act.

2. The public hearings held from March to June on the constitutionality of subsection 19(2)

of the Human Rights Code, which permits discrimination in all athletic activities.

3. Bill 7 to amend the Ontario Human Rights Code, prohibiting adults-only apartment buildings.

4. The Family Law Reform Act, proclaimed in March, allowing an equal division of assets acquired during marriage, upon marriage breakdown or upon the death of a spouse.

4. A new policy and guidelines on nonsexist drafting of policies and legislation.

5. Bill 14, An Act respecting the Enforcement of Support and Custody Orders. This legislation will take the responsibility for enforcing these orders away from the creditor. The director of enforcement will have the authority to enforce support payments and custody orders, collect arrears, track down debtors and receive and distribute all payments filed in the office at no cost to the creditor. An enforcement office is expected to be operating by the summer.

Now I would like to talk about a major advance. One of the more important developments in the past year has been the government's new offensive against the crime of wife assault. In September the Minister of Community and Social Services and I announced a \$5.4-million package of new and improved programs that are designed to prevent violence in the home.

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The new family violence programs will provide services to help families that are being torn apart by violence. They will strengthen enforcement of the law and give more support to victims throughout the legal process. They will attempt to increase public awareness of the problem and of the criminal nature of wife assault.

For example, in the family support area, for which the Ministry of Community and Social Services is responsible, the government is going to fund counselling for children who accompany their mothers to emergency shelters. Counselling programs for all members of the family will be expanded. By the end of the year, 74 shelters were in operation across the province to accommodate battered women and their children.

Ontario's new approach to the prevention of family violence, not taken, I think, by any other province in Canada, is referred to as "enhanced criminalization." It entails a two-pronged effort. One element is a strong message to the public that violence in the home is not private or domestic, but affects society as a whole and therefore will not be tolerated. Second, a strong enforcement program is needed to support this message.

We know that most of the women who complain to the police about abusive partners do so only after repeated beatings. We know, for example, that in Ontario approximately one out of every eight women is beaten by the man she lives with and she will be beaten on average 30 times before she complains to someone outside the home. We also know that once women do complain, studies show that there is a dramatic drop in the frequency of assaults. Because of the crucial role of the police in preventing wife assault, the government will provide police officers with education and training programs on wife assault. Police forces will be asked to compile more effective data on complaints of domestic violence.

The victim of family violence often experiences strong pressures to withdraw charges against her husband or male friend or to refuse to testify. Studies have shown that when a victim has an early interview with a crown attorney, she is far more likely to continue with the prosecution. In each of Ontario's crown offices, one crown attorney has been trained and designated as a domestic assault prosecutor.

In addition, volunteers will be trained to follow up on domestic police calls and refer people to appropriate agencies, an approach that has worked well in Peel county, for example. Legal aid will provide emergency legal advice for women who are contemplating leaving violent relationships. A victim-witness coordinator will be appointed in eight of the crown offices in Ontario to keep in touch with victims while they are going through the legal process.

New and strengthened enforcement measures will greatly increase the number of men on probation because of their violent behaviour. A training program is being designed to help probation officers deal with this kind of client.

We hope all these programs will strengthen the safety net for women who want to end abusive relationships. They will also deliver a clear message to offenders that violence has no place in the home and that offences in the home will be punished like any other violent crime.

We are convinced that one of the most effective weapons against violence in the home is education and one of the most effective means of public education is mass media. There was, for example, a tremendous public response to the directorate's award-winning "Break the Silence" media campaign that was started in the winter of 1984 and resumed last winter. The TV message, in particular, evoked a powerful response from viewers. Indeed, the campaign proved, as I think

the campaigns against impaired driving have shown, that it is possible to change attitudes to social problems and therefore the occurrence of those social problems. Family violence is an example.

The government of Ontario is consequently expanding its public education drive to reach a wider audience, and in particular to reach those people whose first language is not English. In addition, special interpretation services will be provided for non-English-speaking people. Funding will be available to provide services for people in northern and native communities and to assist community organizations in sponsoring local public education projects on family violence.

Eventually, the combined thrust of these educational, enforcement and counselling measures will, we are confident, make wife assault a much less prevalent crime than it is at present.

I would like to conclude my report on the work of the directorate by noting an innovative new project, one that will help us objectively measure the actual progress we are making towards equality for women and will highlight areas where additional efforts are required.

The consideration of women's issues in broader policy and program formulation has been a fairly recent development in government. Because we have not been doing it for long, we do not have comprehensive gender-based data on which to rely. The Premier (Mr. Peterson) mentioned at last year's first ministers' conference that we need more data and a standard mechanism for measuring at regular intervals the economic progress of women.

I am pleased to tell you that the directorate recently co-ordinated the development of such a measuring stick, called the gender equality indicator. This report will be released shortly.

The gender equality indicator will enable us to measure the position of women relative to men with regard to key socioeconomic issues such as unemployment, occupational segregation and earnings. It will provide the government of Ontario with a good policy-making and communications tool, roughly comparable to the consumer price index in the economic sphere.

I would now like to refer to the work of the Ontario Advisory Council on Women's Issues during the past year.

The council's role is twofold. First, it advises the government about women's concerns. Second, it consults with groups and holds open meetings to stimulate public discussion, particularly in the regions. Members of the council

come from all regions of the province and are appointed by cabinet for three-year terms.

In March, the council held a public forum in order that women could contribute to the council's response to the government's green paper on pay equity. Hundreds of women attended the forum along with MPPs and their delegates from many ridings. The council's final submission to me incorporated many of the views and suggestions raised at this meeting.

This year, the council held consultations in Kingston and Pembroke. As well as meeting with women's groups and individual women to discuss mutual concerns, council members also visited local centres such as transition houses, child care centres, farms run by women, senior citizen centres and Kingston's prison for women.

The council president, Ms. Sam Ion, has paid particular attention to the concerns of women in the north and has travelled to both northeastern and northwestern Ontario to meet with native and non-native women and attempt to unite them in discussions of mutual concern. The problems faced by northern women in many ways reflect those experienced by women in the south, but they are exacerbated by distance, isolation and unemployment. Lack of services and access to health care are particular problems for northern women.

The council is also reaching out to high school girls. In October 1985, the council held a conference for young women that was attended by almost 500 grade 11 female students from all across the province. The spinoff from the conference has been encouraging. The council is continuing to speak to this group through a newsletter called Youth Voice.

In November, the council, together with the federal, provincial and territorial councils on the status of women, sponsored a symposium entitled "An Equal Society: Into the Year 2000". The speakers, who included Margot Eichler, Stuart Smith, Ursula Franklin and Akua Benjamin, talked about education, employment, job ghettos, peace and an equal society of the future. The symposium was attended by nearly 400 women and men. Ambassador Stephen Lewis, another guest speaker, added an international flavour to the meeting by discussing women's participation in the United Nations, which I gather is almost nonexistent.

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In addition, the council has made presentations to the federal Ministerial Task Force on Child Care, the Task Force on the Implementation of Midwifery in Ontario and the special

federal committee on fertility control. The council continues to appear before legislative committees and recently made a presentation to the standing committee on administration of justice on Bill 105.

In the year ahead, the Ontario advisory council reports to me that it plans to hold a series of regional meetings focused on sole-support mothers.

This completes my summary of the activities of directorate and the Ontario advisory council on women's issues for the past year.

I think it is evident that women's concerns are receiving more attention from policy-makers than they ever have before. We still have a great deal of hard work ahead of us, however, to compensate for generations of past discrimination and indifference towards the problems of women. As we move into the new year with your assistance, suggestions and ideas, our commitment to action will continue.

The Vice-Chairman: Thank you, minister. I omitted to ask you to introduce your assistant deputy to us.

Hon. Mr. Scott: I am sorry. Dr. Elaine Todres is assistant deputy minister in charge of the women's directorate.

The Vice-Chairman: We did not discuss our procedures but I presume the two critics from the opposition parties would appreciate the opportunity to make a statement. Is that true for the critic of the Conservative Party?

Ms. Fish: Yes, indeed.

The Vice-Chairman: Will you proceed, please?

Ms. Fish: I should say off the top that I am quite pleased with a couple of things. First, I am pleased that we have rather a longer time to discuss some of the problems and issues confronting women and the work of the government in this area than we did last year. I seem to recall that last year we were down to about two hours, if that, and were scraping hard. I am delighted we have a little more time to get into some of these questions.

Second, I am delighted at the breadth of topics, minister, that you touched on in your opening statement. I think that speaks to an overall theme that I want to address, which is the role of the minister responsible for women's issues and his support staff through the directorate as both a co-ordinating role cutting across the ministries looking at the facet of women's issues, and an advocacy role similarly dealing with

ministries and agencies of the government across the board.

I am particularly pleased at the number of issues that have already been introduced for discussion. As we go through the estimates, I hope we can gain a little more information, not simply about the fact of an interface between you or members of your staff and other ministers or ministries but also of the substantive result of those discussions, task forces, studies, advice, whatever appropriate noun one would attach to that activity at any given time.

I want to address the question of women's issues as we deal with these estimates within a framework that strikes me as being appropriate, dividing the issues into what I might call issues of women and work and issues of women's special care needs. As in any division of discussion, there are grey areas that cross over from one to the next, but that seems to me to be a useful starting point for discussion.

Like you, minister, I begin with the question of pay equity as the first on a list of issues of women and work.

The principal concern that is before us at the moment is the fact of two bills currently before the Legislature, one that is sitting in committee and one that you are directly responsible for. To the best of my knowledge, the latter has not yet been called for further processing, but none the less it has been introduced. These are two bills that at the moment deal with separate areas and conflict by their content and direction, that deal with separate mechanisms to provide for some protection to women in redressing the wage gap as a result of discrimination, particularly in the public sector.

Rather than displaying a clear co-ordination of provincial government policy on employment equity for women, particularly pay equity, I suggest the two bills display a strong disjuncture and a different approach, one from the next, partly as a result of the fact that one bill has been through very extensive discussions at the committee stage with amendments and has also been the subject of extensive deputations and public hearings and submissions. It is noteworthy that many of the amendments made to the one bill that has made it as far as committee, Bill 105 dealing with the public sector, were the direct result of submissions made by labour representatives and women's groups that came before the committee to deal with the question of pay equity in general, as well as within the public sector specifically.

I offer a little regret to you that the content of those submissions, which was responded to by

the committee that dealt with Bill 105, was not dealt with in a sensitive and responsive way by those drawing up Bill 154, the minister's particular bill. It is currently at direct loggerheads with Bill 105, rather than being the much wanted further step that the Minister of Labour (Mr. Wrye) and his terribly eager parliamentary assistant so often indicated, to the committee dealing with Bill 105, that it would be.

The questions before us on the issue of pay equity and legislation surrounding pay equity become the following. What is going to be dealt with, that is, what dominant mechanism or philosophy will be used to approach it? What bill will proceed and when? What will be the role of the Ontario women's directorate, not only with the current piece of legislation, Bill 154, which deals with the full public and private sectors, but also with the previous piece of legislation, Bill 105, dealing only with the public sector? Finally there are the amendments that flowed so directly from the submissions made by women's groups which, presumably, the minister's own directorate, his staff and others involved have had very close contact with. Of course, there is the green paper.

In the course of preparation of Bill 154, and in keeping with the co-ordinator of the provincial government's policy on employment equity for women and pay equity, his staff in the ministry and the directorate would have had extensive involvement in it and, presumably, would have been involved with the Minister of Labour in the preparation of Bill 105 as it came forward. I will flag that as an area to discuss. I will be interested in the minister's replies on these areas, these questions of the involvement of the directorate, the philosophy of direction on pay equity, the question of pre-eminence of Bills 154 and 105 and the timetable proposed for dealing with whatever is to be the preferred legislation to be carried forward. Specifically, what are the plans there?

Within employment equity, there are two things of note. In certain government areas—I noted particularly your colleague the Minister of Education (Mr. Conway) falling into this—employment equity has occasionally come to be a phrase to be used in substitution for what is really affirmative action within the particular employment area. That is to say, the phrase "employment equity" was being used, for example, for what was simple affirmative action within school boards. It was an important step. It is funding that was begun some years ago and that has now been continued, according to

announcements that were made in late December. One might have hoped that since the funding that had been established expired on December 31, 1986, the indication of forward funding with some of the school boards might have been given a bit before the middle of December.

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None the less, I do not think affirmative action can or should be confused with employment equity. To date at least, and until rather more recently, employment equity has been the broadest possible indication of the package of initiatives and programs necessary to bring about some genuine equality for women within the work place. It not only has included and will include affirmative action, with which it has regrettably come to be equated in certain of your colleagues' announcements, but has also included pay equity initiatives, child care initiatives and training, which many, including the minister, have rightly noted are often a prerequisite for choice of occupation. It would include retraining and so forth.

When we look at employment equity, I hope we look at a somewhat broader package than simple affirmative action. We should examine the positive, negative or neutral results, whatever they might be, of a concerted and co-ordinated effort that deals with a series of subsets that have already been well identified. The subsets, which I repeat for your reference, are pay equity, affirmative action, child care policy, technology retraining, initial training and so forth.

The difficulty in narrowing the usage of the phrase "employment equity" simply to mean affirmative action creates the aura of there being no overall co-ordinated package of initiatives where, for example, a step in the affirmative action area is being thought through and co-ordinated with what may occur within training or education and in turn co-ordinated with child care policy. Alternatively, it suggests that the employment equity program and thrust has been sadly narrowed to one very particular tight focus issue that is important and good but that is none the less only one of many upon which a full employment equity effort must rest.

Again I touch upon the question of child care policy being intimately tied to the broad question of employment equity for women or, as I have grouped them, issues of women at work. There is no question whatsoever any more, if ever there was, that the availability of adequate, properly licensed, certified child care to working parents, and particularly to the working mothers of Ontario, is of critical importance not only to the

women who will work but also to those children who might otherwise be left in informal day care arrangements and whose total growth would not be touched upon.

In addition to informal arrangements, there is a reliance upon what often comes with informal arrangements: that is, a bit of the classic babysitting, dumping the children in front of the television if that is what is there, instead of paying attention to the total development of the child, which is much urged by early childhood educators, who touch upon not only the physical needs of the very young but also, even in infant child care, the importance of stimulus for the child to develop a developmental ability and respond as part of, literally, early childhood education.

There is a directly related question in child care policy that deals with employment, perhaps not very often touched upon within the category of child care policy but terribly relevant, given some of the more recent statements of your colleague the Minister of Community and Social Services.

We know that 98 or 99 per cent of child care workers are women and that their rates of pay are in descending order from municipal child care through private nonprofit child care to private profit child care. We are aware that the proposals which have come forward in the various pay equity legislations that have been introduced, be they Bill 105 or the minister's Bill 154, provide no redress for those workers, who are tremendously undervalued, because of the mechanical requirement within the bill to have comparable jobs within the same establishment instead of affording across-establishment comparison or, I might add, being prepared to look at certain areas of contract compliance from the public sector to the private sector, which was contemplated in some of the amendments to Bill 105.

Coupled with that has been the indication from your colleague that a major area of initiative in child care policy would be expansion among the private profit-oriented child care centres. This raises the very real question of what is being co-ordinated here and how real the combined effect is on the overall question of opportunities for women within society.

On the one hand, there is the appearance of a broadening of child care opportunity, thought to be desirable for working parents, particularly working women. On the other hand, it is a broadening that is within the private profit-making child care services, known to be among the lowest paid. The average wages are one half

those paid by the municipal child care centres. Those workers, predominantly women, within those private profit-oriented child care centres are specifically excluded at present from any of the protections that might be afforded other working women in equal pay for work of equal value legislation or pay equity legislation.

The question surrounding that is, where is the reconciliation between the two? What is the nature of the specific steps that will be taken to provide a direct expansion of child care spaces and the timing thereof, and what will be done to ensure the redress to those women working within the child care and early childhood education sectors who currently work within the private profit-oriented centres, though the private nonprofit centres are a close second in very low wages?

In the latter case, a slightly different issue comes to bear. It is the issue of the purchase-of-service agreements. It is the issue of the government's own requirements and standards on fees and the direct lack of available dollars to these centres, which spreads across the volunteer boards and often to the remuneration of staff. These are issues surrounding child care that touch not only the welfare of the children and not only the opportunities for the parent placing the child within the care but also the questions of those who work within the field and how those pieces come together, knowing as we do that adequate, available child care is such an important component in the opportunities for women to have genuine equality in the work place. Specific statements to that effect have been made repeatedly by many members of the government as well by as those who have studied the field.

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Let me turn to the question of what I might call skills developments, a kind of technology and women's work set of issues. Here again, while some of these have been touched upon in the minister's remarks, the real question is, what specific opportunities are available to train or retrain women who are currently finding themselves within the female-dominant job ghettos, many of which are under direct and obvious threat by virtue of the introduction of technology, the streamlining, the changes in the pattern of the work force and the changes in the economy itself, which are driving in turn many of those changes in the work place.

Some programs are available for skills retraining. The question that must be addressed is, what particular programs and specific funding are available to deal with those women who general-

ly occupy those positions, particularly within the clerical ghettos, although the clerical ghettos are not the only ones under assault.

Related to that is the question of training or retraining. By the way, I use the phrase "training or retraining" because, in some cases, it is a question of work place skills already extant, and so it is retraining. In other cases, it is a question of there being little or no work place skills currently there, so it is virtually initial training for some.

What is being done for those women in mother-led families and on assistance, who will obviously, within a few years—I suppose 15 or 20 may not be a "few years" to some, but they certainly seem a few to me as I look back on the past 15 or 20, which have gone by rather quickly—find that those children they are parenting at the moment have grown and are leaving their homes? Often those women will be in their early middle years. They have largely been encouraged to remain at home by virtue of the structure of the assistance program we have had for mother-led families where mothers are on assistance.

In addition to some of the support and maintenance order programs that you spoke of, where those women are on assistance because of a family breakdown, because of a problem of support, I am interested not only in the programs available to encourage those women to go out and work if they wish to do so, which speaks to a fairly complicated support structure of child care and flexibility within the benefits package, but also, and perhaps almost as a precondition for many, in the issue of skills training for them.

There were some pilot projects two years ago to look at voluntary skills training for some of those women. I am interested in knowing the results of any review, which I am sure must have occurred, of any such pilot project—that being the object of the exercise of a pilot project—and the status of programs to train those women who want to develop their skills to go out now, while the children are still fairly young and within the home, that is one level; and second, to deal in two ways with the question of those who find that their children have now grown and gone, and here I would be interested in knowing what the programs or initiatives are.

On the one hand, for example, there are those who are now in their early forties who have lived through a system that clearly was not encouraging them, as mothers on assistance, either to work or to obtain any skills with which they could go out into the work place. The question

becomes one of what happens to those women. Where are they now and what initiatives are being taken to try to ensure that they find their feet when they have an empty nest and 15 or 20 years in front of them before they are eligible for a senior citizens' pension? The early forties sounds increasingly young to me. With quite a number of productive years ahead of those women, the issues of training and opportunity appear.

Finally, there are the steps that are being taken for those women who prefer not to be out of the home when their children are young. How will they be able to find their feet when their children are grown? Here I am talking about the woman who is 25 or 30 or 35 years old and currently within the system. Presumably, she is eligible for a skills training program and, if jobs were available, would be able to secure a job if there were the necessary child care for her children. Surely we do not want to suggest that in every case the woman should be working outside the home; there are still women whose vocation of choice is to work inside the home, were it not for economic necessity.

I am interested in the policy direction for those women who prefer to be inside the home and who find themselves to be a mother-led unit and on assistance. What will happen to those women when they find themselves with an empty nest and the structure of benefits changes dramatically for them? They have not obtained skills and, to date, there has not been a requirement for work or training, unless it is the government's intention to introduce such a requirement.

I move now to the issue of part-time work, which is an area that is dominated by women. It is touched upon slightly in some of the pay equity bills, which include the permanent part-time worker. That is the worker who is on a 20-hour week, quite a regular shift for quite a long time.

This is an important group to include, but it overlooks a group whose numbers are increasing in our society: the casual or on-call part-time worker. The numbers of such workers are increasing, particularly in the retail sales and service sector, where there has been some retrenchment. Those who have been in full-time employment are increasingly being offered permanent part-time employment. Those who have been in permanent part-time employment are increasingly being shifted to more casual or on-call employment.

I raise the question as to where we are with coverage for those who are in part-time work, with protection for them in the area of prorating

their benefits. There is particularly the question, as legislation is being formed on pay equity coverage, of being able to encourage that, to look forward and foresee some of the problem areas in the shifting employment patterns and to respond to that shift in a timely and preventive way in the course of amending the legislation early rather than returning later when we might perhaps find—I hope we would not—that a way out from under such things as pay equity legislation is to move an increasing number of employees to an on-call situation in part-time work.

1700

I touch, minister, on female role models or role expectations by making reference to very important programs such as Open Doors, which started as a pilot project some years ago. I thought it was extremely successful. I was a little saddened that you continued to use the phraseology "pilot project."

It seems to me it was 1982 or 1983 when the program was first instituted. I would have thought that by now we would be in a position to review what I think has been a successful program and move it from a pilot project condition to a much more broadly based and more fully funded program of entry into the schools to demonstrate women in nontraditional occupations for the benefit, initially, of our young girls and women in the school system—it would also be for our young men—who particularly in their teens and early 20s will form such a strong influence on many of the choices that young women will make as they consider their lives and the education, career opportunities and choices in front of them.

Perhaps you can share with us some of your thoughts as to why the program appears to continue in a pilot stage. Perhaps I have misunderstood you. If I have, no doubt you will correct me quickly. What is the reasoning in maintaining it at that rather than moving into a much broadened area?

Within the area of women and work, I touch on a group that I did not find commented on in your remarks, and that is domestic workers, a group that is not only predominately made up of women but is also predominately made up of immigrants, and increasingly is made up of third-language minority women, with the increase in domestic workers from Latin America and visible minorities, with the increase in the numbers who come from Caribbean countries.

Their very tenuous position is well-known to your colleague the Minister of Labour, who has had repeated submissions from Intercede, the

International Coalition to End Domestic Workers' Exploitation. It is an organization that speaks specifically on behalf of domestic workers and deals with them on a regular basis, providing advice and counselling on immigration as well as labour matters. Steps that have been recommended to provide some protection for these workers, steps that are totally and completely within the purview of the provincial statutes governing labour and employment standards, have been promised by your colleague the Minister of Labour, but to date have not been introduced or dealt with.

I am interested in knowing the role of you and your staff in dealing with this issue since you have cited the problems of immigrant and minority women as an emerging area of concern for the directorate. Perhaps you will share with us information on the reasons for the apparent delay and discrepancy between the minister's commitments to Intercede in excess of a year ago and the fact that no amendments have been forthcoming in all that time to provide enhanced protection.

I add that protection for domestic workers is especially important in view of the fact that with some of the shifts that have occurred in this country's immigration laws since the mid-1970s, entry under the domestic worker program is often the only way for women, particularly from Third World countries. Like any other person coming from another country to this country, they want to work and put down roots. They hope to be able to bring a family that, for many of them, has been left behind. They hope to become complete participants in our society. That program, by definition, prevents them from doing so in large measure.

To add to that further exploitation on hours of work, on worker's compensation, on benefits and on conditions for them, strikes me as being counter-productive to the fundamental goal of responding to some of the needs and problems of immigrant and visible minority women. I add that only to focus on why I would isolate domestic workers from the long list of employment areas dominated by women as an area that needs particular attention.

Let me deal finally with what I will call occupational health and safety issues that are particular to women. This is yet another case of ministries talking to one another or, I fear, not talking to one another. We currently have a degree of communication between the Ministry of Health and the Ministry of Labour in dealing with certain questions of occupational health and safety. While there are a number of questions

surrounding occupational health and safety, today I would like to raise specifically the issue of the extent to which particular questions of women's occupational health and safety are being addressed either by the Ministry of Health or by the Ministry of Labour or by both.

I am concerned about the number of chemicals and toxic materials that are permitted in the work place that have had standards developed for their acceptability and exposure that specifically exclude women of child-bearing years. This is on the presumption that a woman of child-bearing years might well be pregnant and be carrying a foetus. There is known and clear evidence in some cases of extreme danger to an unborn child from exposure to the toxic materials; in other cases, there is a simple lack of conclusive evidence that the material is safe, raising the very real question as to whether it is safe.

This goes beyond the Ministry of Health and the Ministry of Labour and touches other ministries. I would be interested in knowing whether some of the other ministries are brought together and what the role of your staff at the Ontario women's directorate, in their advocacy and co-ordinating role, might be in these questions.

1710

For example, we have the odd circumstance where the Ministry of the Environment is charged with the approval of herbicides, pesticides and fungicides that are placed on the market. At present, that approval, by admission of the minister himself, does not have as part of its consideration the results of the Department of National Health and Welfare testing on the safety of these proposed products. It is national testing because, as the minister knows, the system in our country requires one set of tests to be filed nationally rather than having individual tests across each ministry.

In several of these cases, the products have been found by National Health and Welfare to be sufficiently lacking in conclusive test data such that it cannot recommend that the products be handled by women of child-bearing years and it has specifically recommended against that. Parenthetically, that creates an interesting question about involvement of women in nontraditional occupations through exposure to some of those toxic materials and chemicals.

Sometimes the tests are known to have come from laboratories that have been convicted of falsifying test results on their safety—I speak specifically of Industrial Bio-Test Laboratories that was the subject of considerable outrage in the

mid-1970s—or they have not been tested or retested whatsoever. Particularly in the agricultural sector, they were approved 35 years ago when the whole world was different in its understanding of the use or handling of these materials, let alone the levels of safety to be provided.

I raise that with you. I do not know what other frame to put it in other than an occupational-health-and-safety frame, even though some of the occupational activity might be on a farm with farm workers or in petrochemical companies where they might be working with chemicals; in others, it might be a straightforward issue of work place safety. For example, unlicensed chemicals such as polychlorinated biphenyls are being found in old factories. The knowledge is such today that their accumulation in tissue and questions about impact on birth defects mean they are no longer allowed.

The first question is involvement of the women's directorate, you and your staff, in specific advocacy on behalf of women of child-bearing years in these areas and in the decisions and discharge of responsibility undertaken by your colleagues and your colleagues' ministries. Second is the co-ordinating role played by the directorate in areas that touch on or bring together very serious questions of health directly with the issues of employment opportunity.

By definition, if certain materials are being handled that are known to create problems or if they are specifically barred from handling by women of child-bearing years, this removes an entire area from the nontraditional occupations for women. Lest you think the problem is a narrow one, there is increasing evidence of toxic materials in virtually every manufacturing process and there is exposure in a variety of assembly line jobs that are traditionally in the lower paid end held by women, as well as in nontraditional areas in agriculture and petrochemicals.

Let me touch on the second large category of women's special needs, some of which have been addressed in your opening remarks. I have not done this in any particular order so some will interweave.

I will start with the question of abortion because it was touched on in your opening remarks. I am interested in knowing the current status of the government's thinking surrounding the accessibility of abortion procedures for women in this province. Dr. Marion Powell has filed her report. It is sitting in the Ministry of

Health and the ministry has refused to release it as of this date. As the minister knows, that report was to have been released in November. You speculated last September that it might even form the basis for some reconsideration of the roles of one or more of the hospitals in downtown Toronto serving a province-wide role for therapeutic abortions.

Dr. Powell has prepared a very careful overview of the problems of accessibility and has made some specific recommendations. While they are not the only ones to come forward, I am interested in knowing the specific steps and current positions of the government in this area. If the reply is, "We are still studying it," I would like some indication as to when the studies will finish and some decision will be taken about the specific provision of services.

I am confident that in the minister's dual capacity as minister responsible for women's issues as well as Attorney General, he deals on almost a daily basis with the conflict and contradiction about the ever-decreasing accessibility, through our hospitals and therapeutic abortion committees, to abortions clearly contemplated under the Criminal Code, and the increased pressure and proliferation of abortion clinics that are the possible subject of prosecutions, that are the subject of appeals and that have been the subject of much discussion and recent debate on their continuance. He is aware how real the problem is that faces women of child-bearing years, whether they are young teenagers or women in their middle years, with or without families, or whether they are older women. I hope we can explore that.

The other side of the coin in dealing with issues of women's fertility is the question of high-risk pregnancy women and some of the fertilization and in vitro programs that have been available and which, as the minister doubtless knows, have been discontinued following the passage of Bill 94.

What steps will be taken to reinstate those programs? Where is the dominant policy if the emphasis is not just on protection in health terms as well as the dignity of the woman seeking a therapeutic abortion? Is the emphasis similarly on the importance of family and on opportunities for women who want to bear children to be able to do so in as supportive an environment as possible? For example, you touched on the midwifery task force and the changes to be made there which is one step in the direction of a supportive environment for women to bear their children.

To the best of my knowledge today, the second area not dealt with and simply left hanging is the area of high-risk pregnancy and in vitro fertilization programs for those women whom medical advances have made clear can have children. The problem is that we had very fine programs that we no longer have. What specific steps have you taken to return those programs and not simply to provide a reintroduction of the ones that had existed but perhaps also to contemplate the expansion of those programs, putting a similar emphasis on the importance of children and on encouraging those women who wish to have children who might otherwise have difficulty in bearing them?

1720

I suppose the third element to that, which takes in a particularly difficult area, is the growth in adolescent pregnancy, speaking, as it does, to the availability of birth control information for the young person to make a choice and not to have a pregnancy result from sexual activity; and speaking also, of course, to the supports in place for the adolescent continuing through to term, bringing us again full circle on the issues of child care, the questions of housing and of how those supports will relate to the ongoing training, education and development of those increasingly young women who are not simply becoming pregnant but choosing to take their pregnancy to term.

In the first event, on the issues of the nature of the programs in place and the particular involvement of the women's directorate in them, I might ask for information specifically on provincial support for birth control information, training and courses available to young people, notably through our school system, since that, of necessity, touches upon issues of sex education and responsible sexual activity.

It raises a side question, but one that I think is increasingly of concern to the broader society and one that focuses in particular on the problem of teens, and that is the steps to be taken in specific education and in the availability of birth control devices, notably the condom, to deal with the spread of the acquired immune deficiency syndrome, knowing, as we do, that the disease is transmitted sexually through the exchange of body fluids—a fancy phrase specifically and most commonly used for the fact that it is transmitted through the male semen and the fact that teenagers experiment in a variety of ways.

We are aware, as the minister may or may not be, of the current statistics that show us that the highest growth area of diagnosis of AIDS cases is

within the teen-age population—mixed, I might add, between the homosexual and heterosexual populations within the teen-age population. They are running now, in certain areas of the United States—and I suspect this will follow and will subsequently come here—almost dead even. I raise that as a related question in dealing with issues surrounding adolescent pregnancy and the health not only of the pregnant mother, of course, but also of the child she carries to term.

On battered women, affordable housing, rape crisis and transition centres, I was delighted at the continuation of the Break the Silence campaign. It was an award-winning campaign, and any continued efforts in public education in that regard are to be commended, coupled with public education, the movement to prosecute, of course, and the importance of the hostel, the safe place or the safe haven in the immediate for the battered women and in the longer-term housing opportunity.

Perhaps the minister would then explore with us the specific additional beds that have been provided for battered women's immediate safe havens, when they learn and understand that they can leave that problem home, and specifically the current applicability of criteria, the current way in which criteria are being applied within the Ontario Housing Corp., with its announced changes in December of increased availability to battered women for subsidized housing under Ontario Housing.

It is my understanding, to assist the minister in that regard, that the Ontario Housing Corp. has made the announcement that it would give preference for permanent housing to those women who were abused and battered, but that it is requiring proof of permanent separation. The issue of what that means in practice is extremely germane to the efficacy of the program providing the housing. If that proof of permanent separation is going to be an initial separation agreement or proof of having seen a lawyer, as it was initially suggested it would be, that would considerably diminish the effective availability of that housing and the effective opportunity for those women.

Concerning rape crisis and transition centres, the issues are twofold: the continued involvement of the directorate staff in discussions with the Ontario Coalition of Rape Crisis Centres, and the question of its funding and the programs to be initiated across the province. Last year's discussions led to very much lower levels of funding than the coalition both had been led to believe from previous levels of funding and, more

particularly, had hoped to achieve when it had responded to the previous suggestion that it should expand its services and continue to build and to grow in dealing with counselling, education and advice to women generally and then, of course, specifically to those who have been the victims of sexual assault.

I would appreciate some understanding of the specific funding that is available and the role of your directorate staff in education and support to the coalition particularly, and then specifically to the individual centres themselves for the immediate care and counselling for those women.

You touched upon the second question, which is not just the rape crisis centres, of course, but also the sexual assault centres—the most notable one, of course, being at Women's College—to deal with anyone who has been subject to a very violent sexual assault, but particularly with women, and spoke of the expansion of that program. I also wonder whether you would share with us the particular locations and the timing of that expansion.

Within your double responsibility as Attorney General and minister responsible for women's issues, would you share with us whether you have undertaken any reviews of the 12-step rape analysis kit that is required by the police for those who come into the sexual assault centres to give consideration not only to the preserving-of-evidence question on the one hand and, on the other hand, the degree to which those tests of themselves are an assault upon the sense of dignity and self-worth of many of the women who come forward, and the steps that might be taken to redress that, deal with it or counter it in some way.

1730

Similarly, I would personally be interested in knowing whether your women's directorate or the staff within the Ministry of the Attorney General have been involved in the current round of argument on the question of the cross-examination of rape victims. That is a smaller question, but it is a matter of personal interest that I am curious about.

You made note of welfare policy, the man-in-the-house rule, as a major change. Yes, it is a change, and it is a welcome change, but you did not make reference to the other criteria that were not changed in the man-in-the-house rule. They are the criteria of economic, conjugal, social and familial relationships, which the Social Assistance Review Board continues to apply and must find in recording the absence of, to award the

benefits, or presence of as criteria to deny the benefits to the woman.

My question is then whether your reference to the change in the man-in-the-house rule intended to mean that there will now be an overhaul of those other areas of criteria as well, such that the man-in-the-house rule will be extended so that the existence of the man in the house, which can no longer be used as a criterion to disqualify by itself, none the less can be used to disqualify because it is really quite simple and quite easy to demonstrate an economic reliance, and social and familial, as well.

Having gone down that list of issues, grouped as they are between the those of women in work and those of what I would call women's special care needs, I realize it is not a complete listing, any more than the minister's opening remarks were intended to be a complete listing of the activities of his directorate.

I will conclude my remarks there simply by saying what we all know: that the initiatives to be taken to overcome the problems of women as victims in our society, women as the disadvantaged in our society, women who are in an inequitable position are initiatives that run right across the government.

Perhaps as the last question I would pose, the description of the work of the women's directorate continues to narrow itself from that of co-ordinator of provincial policy on employment equity for women, pay equity and family violence, and moves from the stronger, I would argue, and more interventionist co-ordinator, to a form of passive adviser in a variety of other areas. I ask whether now, in the year and a half of your tenure as minister responsible for women's issues, you will be prepared to see the directorate substantially strengthened and expanded beyond its more narrow initial co-ordinative role, established when the directorate was first established some very few years ago—and also as a bit of a pilot within government structure—and see that it has the responsibility for co-ordinating directly and fully right across ministries and programs of the entire government.

Hon. Mr. Scott: Of course, it is. In the past year and a half it has become much more aggressive than it ever was in previous days. That has been our thrust, but we will get into that when we get into the discussion.

Ms. Fish: That is right. We will, I am sure.

Thank you, Mr. Chairman. Those are my opening remarks.

The Vice-Chairman: I shall give the floor to the critic for the New Democratic Party.

Ms. Gigantes: I will try to be brief, because I think both comments that have come before have touched on a number of areas and certainly indicated areas of interest for me.

This is the second year I have been through this process as critic for the New Democratic Party, and I find it increasingly frustrating. I indicated last year that dealing with the subject called women's issues in the Legislature of Ontario and supposing to review where we are at in terms of women's issues in estimates considerations such as this one is very mind-boggling and dumb in format when we do not have a list co-ordinated by this ministry, or this directorate, or whatever.

We have a minister responsible for women's issues; we do not have a ministry for women's issues. We have a women's directorate and a women's advisory council, but surely it ought to be possible to produce a list of all the initiatives and programs the government carries on on behalf of the women of Ontario and some indication of the program allocations that are made in those itemized areas.

I find the consideration of estimates that deal with the women's directorate and the Ontario Advisory Council on Women's Issues to be totally off topic when we talk about the efforts of the government of Ontario and the Legislature of Ontario to try to promote equality for women and better lives for the women of Ontario in the knowledge that women have been badly treated in the past.

When I raised this subject last year, I hoped that by this year we would have had some effort through these estimates to get a breakdown in program allocations that we could take a look and compare to last year's and that of the year before, and all that kind of stuff that gets your hands on what is happening. We do not have that, again.

Last year I also asked what I thought was a pretty simple question, which was whether we could get some estimates on what women in Ontario earned when they went out to the work place. We know it is not 64 per cent of men's wages; it is much less than that. Fully a quarter of the women in Ontario who are working are working part-time.

If we are going to look at the economic status of women of Ontario as it relates to their payment for work outside the home—we all know what most women get paid in the home for their work—then we have to look at what the wage package is for women. That includes the one quarter of women who work part-time. We should also discuss equal pay legislation in that

framework and be dissatisfied when we are not doing that yet.

My Conservative colleague has run down a long list of items she is concerned about. I can do the same thing. I would divide them up a little bit differently from her list and, indeed, from the minister's long list, but I want to know how we are going to get at this list. Are we just going to sit here for these precious hours? We have longer than two hours this year; we have seven and a half, I believe. How are we going to do this? Are we just going to draw around all these topics?

How are we going to organize ourselves and how do we do that when we deal with the women's directorate? We do not want to just sit here and deal with the women's directorate, although it is interesting and should be looked at. We should encourage, support, stimulate and demand on behalf of the women's directorate and the advisory council, but how do we organize ourselves to look at the whole list of economic programs and programs that deal with women as women, either in their health concerns or as sexual partners, perhaps as victims of men, as bearers and raisers of children and as people who want to avoid conception from time to time. How do we organize all that?

I want to make some suggestions on that. I do not know if the chair has any suggestions. I cannot think of an easy way to do it, unless we have the kind of list I was talking about, through this ministry. There is no other way we can get it easily, and I do not know if there is another way we can get it. It requires a good deal of initiative and long-term planning on the part of somebody connected with the minister, whether at the directorate or some other place, to organize the material for us, so if we are going to take women's issues estimates seriously we can get down to the nitty-gritty of them.

1740

I would like to run through my little list and see whether I am raising things that may not have been raised before. I will take other people's advice on that. If we divide up women's needs into government initiatives and programs, we have too many initiatives and pilot projects and not enough programs. We might divide them up into economic programs, which the minister has looked at, but when he goes down his description in his statement, I have to say it is a woolly description of his programs and initiatives.

I think we can do an awful lot better than that. We do not even have enforcement of equal pay for equal work in Ontario. Here we are talking about having equal pay for work of equal value,

but we do not even have an enforcement mechanism for equal pay for equal work. We know that because of the hundreds of cases that are brought forward when women complain to the Ministry of Labour that they are not getting equal pay for equal work.

There are no adequate administrative mechanisms in place in the ministry to be able to follow up on them. A person who has a very strong determination to have the administration of a complaint followed up can find herself in the position of being fired without having backup help from the ministry. I was told through the Ministry of Labour within the past year that there has never been a successful prosecution of an employer on the grounds that he fired a woman because she complained she was not getting equal pay for equal work.

We know women have been fired because they have made complaints. When we can say that in 1987, I think some very basic groundwork has to be done in terms of how effective our existing legislation is before we start patting ourselves on the back about how we are moving to a whole new realm of legislation for women. Equal pay for work of equal value is before us in legislative form which is less pleasing to me than it is to the minister. We will see whether the coincidence of displeasure of the Conservatives and the NDP is the same as it was on Bill 105.

We do not have employment equity programs. My Conservative colleague is quite right in saying that what has been happening in Ontario in terms of what is now apparently causing employment equity is not employment equity at all. We do not yet have within the public service, apparently, either goals or timetables for what is to be achieved under employment equity, in spite of the grand announcement a few weeks ago.

We do not have legislation in place that is going to provide benefits for women who make up such a large part of the part-time work force. We do not have acceptable economic support systems for women who are raising children as single-parent women and are dependent on government assistance. They are poor and their children are poor.

There is not affordable housing for women who have to look for housing for themselves and their children. There is not affordable housing for women in a two-parent family which does not have a large income and which is responsible for raising children. A vast number of the people in low-income categories in Ontario are women. When they are not lone-parent women, they are women in a poor family and they are single poor

women. Women are inordinately poor, we know that. The children of inordinately poor women are inordinately poor, and they grow up poor.

Most of those women have to look, either as lone parents or in their families, to the private market for housing; or as lone-parent, lone-family heads, they will bunk in with family or friends. We have not done anything to produce housing that is going to relieve the pressure for women who have been beaten up, gone to a transition house, if they were lucky enough to get into one, and then had to look for another place to live.

When we talk about skills development, there are increasing numbers of indications that our skills development programs are not adequate to the needs of women. Case after case involves both special service groups which have been providing training for women and ordinary kinds of programs, such as day care programs, that are looking to get assistance through skills development money to provide training for people whom they would like to bring up to the standards required in day care centres in this province.

Our skills development programs are not working as they should for women. There are some programs that are working, that have been very successful, but there are gaps there that ought to be attended to.

When we look at women, there is an obvious overlap between women's status in the economy and women as they have to fight for themselves, socially as it were, or as people. We know that women are not stupid; that is not why they are oppressed. We know it is not because they cannot do jobs and it is not because they are not socially responsible. When we look at why women have been oppressed, we know it is because they have children; that is why men have got away with it for years.

There is no other explanation. There is no capability that women do not have; there is no job they cannot do; there is no social status they cannot aspire to. There is nothing that men can do, except lift and push heavy objects, that women cannot do. It is not physical strength that has differentiated the roles of men and women. It is because women have children.

When we look to the programs that address the fact that women have children and that their lives are, therefore, different and need to be different from those of men, we know we are not doing a great job at this stage in Ontario now either.

The whole question of how we approach violence in the family is done on a pretty superficial level still. Transition houses are still

looked upon as part of initiatives. They are not funded as part of a regular program where they know where the funding is coming from. Our whole system of providing birth control information, counselling service and referrals is not adequate.

Ms. Fish referred to an increase in adolescent pregnancies in Ontario. That is not the case, according to Planned Parenthood. In fact, there has been a decrease that points to the great efficacy of work in the area of birth control, particularly among young women, and certainly a strong indication that young women, when they have the opportunity, will use those services.

We need to do a better job; we are not doing a good enough job. Abortion remains a problem on which this minister was to report to us. We still do not have the choices in childbirth that we should have in Ontario. Our child care system is just a skeleton, if that.

The maintenance enforcement legislation, which we passed over a year ago, is in force, and I hope the minister's statement means 1987 when he says next summer, and not 1988. Ms. Fish referred to the man-in-the-house question and how that is going to be implemented. It is a very important question. I have expressed to the minister already my concern about his interest in moving into the field of access enforcement, which is something we should enter with great caution and care.

There is a whole group of women who are discriminated against, even one round more or maybe two rounds more than women who are white and Ontario-born or Nova Scotia-born. They are immigrant women, visible minority women, native women or native-born, but they suffer special disabilities, as do women with physical disabilities in this province. There are a number of special ways in which we have to address the double, maybe triple burdens such women are forced to carry through their active lives. We ought to be doing a much better job than we are.

1750

I think of the special programs that are being developed through immigrant women's centres, such as health programs through the Toronto Immigrant Women's Centre, addressed particularly to immigrant women, which do not get funding yet. There has not been the recognition in Ontario that a pilot project started by the federal government that has proven its value should be continued with provincial funding.

As Ms. Fish mentioned, we still have no forward motion in integrating domestic workers

into the normal employment standards practices that we have in Ontario. The kinds of work place difficulties they confront are probably the most grievous in this province. It is not at all impossible to deal with those questions in a straightforward manner. There simply has not been forward motion.

We mention all those items, and I do not know how to suggest we should deal with all these subjects of interest. Perhaps the minister or the chairman will have some suggestions. I am not satisfied to ramble on for hour after hour. There is no meeting more boring than one where no decision is going to be taken. Our only decision here seems to be to approve or not to approve the estimates in a very broad frame.

I would like to know how we are going to get down to discussing specific items and programs and get some better accounting than we got last year, in the limited time, and get something much more specific than we did from the minister's opening statement.

The Vice-Chairman: Does the minister want to undertake to respond to that procedural question, rather than the substantive material? That will take a few minutes, and then we can get on with the substantial matters at the next meeting.

Hon. Mr. Scott: I think we discussed the procedural difficulties last year. I know the member raised it, and I am quite certain I expressed my concerns about it. It raises the difficulty involved in presenting the estimates of a directorate, not a ministry, which performs an advocacy function, whether it be the minister responsible for disabled persons, the minister responsible for women's issues, the minister responsible for native affairs or the minister responsible for senior citizens' affairs.

These advocacy directorates find they are not by and large developing, presenting and advancing programs, though I must say the women's directorate does that a little more than the other three I named. They are really advocating to line ministries that programs specific to their constituencies be developed and funded by those ministries. The function of a directorate is to advocate, not actually to design or—

Ms. Gigantes: What about your report? That is what I am asking for.

Hon. Mr. Scott: No. For example, let us take the Ministry of Health, where there is a wide number of programs. Most of the programs the Ministry of Health designs and applies impact directly and particularly on women. If I were to report on how those programs were being carried

forward during the year, I would be reporting on most of the programs the Ministry of Health designs and implements.

The member for St. George (Ms. Fish) says we have to talk about women and skills development. She wants a report on what the Ministry of Skills Development is doing to focus on women's issues. Indeed, if you took the member for St. George's list of her concerns about women and government, you would probably find you had covered all the line ministries of the government.

Presented by that is the very important question: is the way to grapple with these special concerns by having an advocacy ministry or is it not? I believe advocacy ministries are a better way of doing it. For example, if you look at those places where a special interest group is protected not by an advocacy ministry but by a line ministry, you can only be disappointed by the results. For example, look at native affairs in the federal regime, where there is not an advocacy ministry but a line ministry that develops programs.

Ms. Gigantes: Who are you fighting on this issue?

Hon. Mr. Scott: I am not fighting anybody. I am responding to the question you raised that has to do with the inadequacy of this ministry estimates system for responding to the type of questions you want. It seems to me that the way to deal with the type of problem you have in mind is to restructure the estimates system so that it focuses not on a ministry or a directorate, but on an area of concern. You might have Health estimates—

Ms. Gigantes: Ach.

Hon. Mr. Scott: You can say "ach" all you want.

Ms. Gigantes: I will, too.

Hon. Mr. Scott: Of course you will.

The reality is that if you want to grapple with the problem rather than simply express your concern about it, the way to deal with it is to redesign the estimates system. That has been done in other jurisdictions. It may very well be something that should be done here, so that the estimates process becomes a focus, not for a ministry's budget but for a total government series of programs focused on a particular area. I would be delighted to help in that process. I think that may be a useful way out of the dilemma you present.

Ms. Gigantes: Was that bell a bell that signified—

Hon. Mr. Scott: I would not have stopped if the bell had not gone off.

The Vice-Chairman: We, in this committee, are still four minutes to the hour.

Ms. Gigantes: Could I respond to what the minister is saying?

The Vice-Chairman: Yes, do.

Ms. Gigantes: I do not think that what I am asking for is nearly as complex as the minister makes it out to be. When we talk about health, the specific items of interest that both opposition critics have raised and would like information and reporting on are easily enumerated. Believe me, they do not take up more than half the budget of the Ministry of Health. They do not even take up a good portion of the community health programming of the Ministry of Health.

I do not think the minister should make out that it is all that difficult for him as minister responsible for women's issues. With the assistance of his well-informed staff in the women's directorate, who I am sure are quite up to date on what all these ministries are doing that affect women so directly, we could have reports on what is happening with birth control programs and family planning in Ontario. We could have a report on what is happening with access to abortion services, where are we at and what is going to happen. We could have a report on what is happening with choice in methods of child-birth. These are things that we are truly interested in.

We are not very happy to have a little statement from the minister that there will be a report. There surely ought to be some way of getting us some concrete information that we can discuss. We would like to know what is happening in terms of those programs.

Hon. Mr. Scott: May I make an inquiry, Mr. Chairman?

The Vice-Chairman: You certainly may.

Hon. Mr. Scott: I presume you will be asking the Minister of Health (Mr. Elston) those very questions: what he is doing about abortion and about birth control. You will be asking the Minister of Skills Development (Mr. Sorbara) what he is doing to advance the interests of women and to target on minority women in his job strategy, and so on.

Ms. Gigantes: I do not think that is a reasonable suggestion, because I am fully occupied tracking you all the time. I certainly cannot waste any time going to everybody else's estimates to try to dig out the—

Hon. Mr. Scott: I am prepared to free you up a little time, if you want.

Ms. Fish: Oh no.

Ms. Gigantes: No. I think a minister responsible for women's issues should be willing to report on these central items to an estimates committee such as this one.

The Vice-Chairman: Mr. Jackson appeared willing to resolve this problem for us in one minute.

Mr. Jackson: Briefly: if, as the minister says, it is basically a question of advocacy roles, is he prepared, during the process of the estimates, to discuss in detail the kinds of advice he has given, or the comments he has made, directly to ministers? In my case, the Ministry of Skills Development came up very short with respect to its commitment for women's programming. Are you prepared to advise how you have assessed that performance and to what extent you have recommended a certain program or even to go so far as to suggest programs that have been cut that you recommended not be cut?

Hon. Mr. Scott: In a way, I am prepared to go further than that and more in the direction in which the member for Ottawa Centre wanted me to go. If I am told one of the areas of inquiry—and we made a list of what we heard the critics say—is going to be abortion or birth control, then we will make it our business to be prepared to respond to questions on those subjects. If we are told the issue that concerns you is jobs and women, we will make an effort to respond to that.

I know you would not want me to go further than the Constitution permits. I am under certain constraints about the extent to which I can report on the advice I have given other ministers in cabinet. I cannot do that.

Mr. Jackson: Can you then advise what advice your directorate has given you to advise cabinet?

Hon. Mr. Scott: Close, but no cigar.

The Vice-Chairman: We shall adjourn until tomorrow, after the beginning of orders of the day, in this same location.

Ms. Gigantes: I still do not know how we do this. Can we do a roundup of all these programs and all these estimates?

Hon. Mr. Scott: Let us start with some of the items the member for St. George has on her list. We can talk about pay equity, employment equity and, abortion. That will take us half an hour.

Ms. Gigantes: Any one of those items can go on for at least two hours.

Hon. Mr. Scott: We will get it started.
The committee adjourned at 6:03 p.m.

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- Fish, S. A. (St. George PC)
- Gigantes, E. (Ottawa Centre NDP)
- Jackson, C. (Burlington South PC)

Witness:

From the Office Responsible for Women's Issues:

Scott, Hon. I. G., Attorney General (St. David L)



No. S-46

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office Responsible for Women's Issues



Second Session, 33rd Parliament

Tuesday, January 13, 1987

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 13, 1987

The committee met at 3:41 p.m. in committee room 1.

ESTIMATES, OFFICE RESPONSIBLE FOR WOMEN'S ISSUES (continued)

On vote 801, Office Responsible for Women's Issues program; item 1, Ontario women's directorate:

The Acting Chairman (Mr. Grande): I see a quorum. Pardon me for interrupting the private conversations. I understand that the minister is going to be responding to the critics' initial statements. We are actually on vote 801, item 1. After that, I assume the critics or others can ask questions on that particular vote. Minister, if you have your coffee and are ready, you may begin.

Ms. Gigantes: Can I propose something in terms of proceeding? We talked informally earlier and the proposal was made that perhaps we could assign priority for discussion to, let us say, four topics today so that we have some format for our discussions. I would be happy to proceed on that basis. If we carry that format through our next session, we should be able to address most of the issues that have been raised by the critics and allow the minister to have his input on them.

The Acting Chairman: Is there agreement to that suggestion? There is no disagreement.

Ms. Gigantes: Can I make a proposal for the first four items?

The Acting Chairman: Go ahead.

Ms. Gigantes: Employment equity; enforcement of equal pay for equal work; part-time benefits; the status of transition houses and the efforts the government is making to counteract violence in the family, which are related.

Mr. Gillies: What was the third one?

Ms. Gigantes: The third was benefits for part-time workers.

The Acting Chairman: Ms. Fish, we are considering a plan of action for today. There is a proposal by Ms. Gigantes that we deal with four areas, employment equity, enforcement of pay equity—is that correct?

Hon. Mr. Scott: The enforcement of equal pay.

The Acting Chairman: Equal pay for equal work, part-time workers and the status of transition houses.

Ms. Gigantes: And violence in the family in general.

The Acting Chairman: Are you in agreement with that procedural process?

Ms. Fish: I am quite agreeable to that as long as we can range broadly enough through some of the related issues. For example, when I spoke yesterday about the apparent conflict between the child care initiative and pay equity initiatives and how that leaves out child care—

Hon. Mr. Scott: May I make a suggestion since there are two critics and their lists are not the same? They overlap, but perhaps for starting purposes today, we can deal with employment equity and pay equity, which is not on Ms. Gigantes's list but is on Ms. Fish's list. We will cover two fairly major subjects and at the end of the time we have allocated to that we can move on whatever you agree we should discuss next.

Ms. Gigantes: Can we do that right now?

The Acting Chairman: Is that all right? Can we proceed with employment equity and pay equity?

Hon. Mr. Scott: I am at your disposal. Who begins?

Ms. Fish: Were you going to respond?

Hon. Mr. Scott: If you tell me what questions you want to deal with. Do you want me to deal with why Bill 154 is the way it is or why it is so fabulous?

Ms. Gigantes: Employment equity was our first topic.

Hon. Mr. Scott: Yes. What is the question?

Ms. Gigantes: Why do we not have employment equity?

Hon. Mr. Scott: There are some steps in the employment equity process. There is a sophisticated system in place in the public service. There is a movement in the direction of employment equity in the broader public sector. There is at present a voluntary program in the private sector. It has been the decision of the government so far that this is the appropriate direction to be taking in employment equity, by which I mean affirma-

tive action, that this is the appropriate pace at a time when we are bringing pay equity, another of the major components that will right the economic issue, to the Ontario public service, the broader public sector and the private sector. That is why the determination made some time ago has been respected.

Mr. Gillies: This meeting is rather fortuitous inasmuch as I met just the day before yesterday with some representatives of the Coalition on Employment Equity for Persons with Disabilities. It has a short brief that I understand has come to your attention and to that of the Minister of Labour (Mr. Wrye) regarding some concerns it has in terms of the ramifications for disabled persons under Bill 105 and Bill 154. Perhaps I might briefly quote from the brief because there are a couple of sentences that describe the problem as it sees it.

Hon. Mr. Scott: We have moved off employment equity fairly quickly, but I have no trouble with it.

Mr. Gillies: It is related. I see this as crossing the bridge between pay equity and employment equity. Its concern is, "In order to comply with pay equity legislation, employers will be required to develop a pay equity plan which includes a gender neutral job comparison or evaluation system." We all know that. "The coalition is concerned that the job classification system which will be developed may be somewhat rigid. Flexibility in job descriptions is absolutely critical to handicapped employment."

The coalition's central concern is that in setting up a system that promotes the interests of equity for women, which in its opinion requires a very rigid system of job classification—I am not sure I entirely agree with its analysis—this may in some respects be a barrier to the wish of handicapped persons or disabled persons to further their own employment equity needs and rights. Has the minister had an opportunity to review the concerns in their brief and what response is he able to offer them?

1550

Hon. Mr. Scott: I have not had an opportunity to review their precise brief, but I am conscious of the issue they raise. It seems to me that it arises against the following background. Unhappily, handicapped people are quite used to applying for jobs and being told that the job description contains something they physically cannot do. They are told: "I am sorry. We would love to hire you but this job requires filing and you cannot reach the top filing cabinet in our system because

you are in a wheelchair." They are used to being shown a job description that says this and then the employer shrugs his or her shoulders and says: "I am sorry. We would love to hire you but we cannot."

Their experience, and it is business's experience to an extraordinary degree, is that those job descriptions are often out of whack with reality. When you look at the job, how much filing does the person actually doing this job do? In any event, if there is filing, how much of the filing requires going to those filing cabinets? More often than you might expect, you find that job descriptions are not a realistic description of what is done on a regular basis, but are rather a description of things that might be done on an occasional basis. This is why handicapped people are very anxious about being constrained by job descriptions. The job description should be a realistic account of what is essential and central to the job.

I am very conscious of that concern and anybody who is interested in getting employment equity for handicapped people has to be very conscious of that concern; although I do not think the job descriptions that are being introduced for purposes of valuation and of compensation need present a problem, I hope they will be a reflection of what is actually done on the job. We have to build into the legislation some assurance that they will be and that they are not simply a description of what might be done at the outer limits in a given job.

I am conscious of their concern. However, we are going to have job descriptions for two purposes that may overlap and be the same: first, for the purpose of determining whether an employee is qualified either physically or intellectually to do the job; and second, for the purpose of comparing the actual requirements of job A with job B to ensure that there is wage equity between them. It is an interesting problem to which the committee will address itself when we come to the bill.

Mr. Gillies: Actually, that was my next question. The coalition seems to believe that amendments may be necessary to both Bill 105 and Bill 154 to accommodate this. While I will not ask you to commit yourself now, if the coalition were to make a presentation on Bill 154 during the committee stage and if we had an opportunity to review its concerns, would you then have an open mind to amendments if it could demonstrate the necessity?

Hon. Mr. Scott: We will do better than that. Dr. Todres reminds me that we will be meeting

with the coalition. We do not want its legitimate concerns to create an unrealistic alarm about the bill or to be overlooked if there is this problem.

I have a feeling that, upon analysis, the problem will not turn out to be as serious as we thought. The problem exists because at present there is no constraint on the capacity of an employer to set out a job description unilaterally, unless that constraint is imposed by collective bargaining. Under our legislation, there will be. Because there will be, I think it unlikely that we will be producing classifications in that process that have the effect of restraining the handicapped from opportunities they should surely have. I will be glad to look at it, as I am sure you will be.

Mr. Gillies: I appreciate your willingness to meet with them. I cannot ask for much more than that. I wonder whether I might ask my last question on this topic. Four or five years ago, when I was parliamentary assistant to the then Minister of Labour, I used to be most alarmed at the unemployment rate among our handicapped citizens. While I know this is not a matter of direct responsibility under the women's directorate, I wonder whether, on behalf of the government, you might be able to share with us any improvement in that situation in the past several years.

Hon. Mr. Scott: I will be glad to look into it but I do not have that information at hand. I will speak to the Minister without Portfolio responsible for disabled persons (Mr. Ruprecht) and see whether I can get back to you.

Mr. Gillies: Thank you.

Ms. Gigantes: I would like to come back to employment equity as it affects women in particular. On the point made by Mr. Gillies, it seems to me the question being raised by handicapped advocates relates to hiring practices rather than to a comparison of positions in a field of employment in a firm, government office or whatever.

If we are talking about employment practices related to hiring, then under the Human Rights Code as it now is amended, surely the new obligation on employers is to make accommodation, whatever that accommodation is going to be, including, as I understand the import of our amendment, some aspects of what might normally be called a job description. If a position calls for filing, you can rearrange filing cabinets so somebody in a wheelchair can reach them. If people have difficulty using their arms, that may create a different kind of problem. There now is

an obligation under the Human Rights Code for employers to make accommodation.

In terms of equal pay legislation, inasmuch as it leads to a more rigid job classification system in general, perhaps we need to write into the act, for what it is worth, that nothing in the act shall remove the obligation on an employer to make accommodation for handicapped people in hiring practices. Although I do not think that adds an awful lot, it puts within the body of legislation that may be increasing rigidity in the system a reminder to all involved that there is another obligation under the Human Rights Code as it affects hiring of handicapped people.

Hon. Mr. Scott: I want to look very carefully at that because I think to add that amendment to Bill 154, for example, standing just there alone, is going to be meaningless unless you say underneath the amendment, "See the Human Rights Code and obligations under that."

Ms. Gigantes: Yes.

Hon. Mr. Scott: If you are going to put that in, you do not need the amendment to Bill 154, because the Human Rights Code, as you said, already speaks to the question.

Ms. Gigantes: Yes, but—

Hon. Mr. Scott: Perhaps I can make the point that I think your observation may indeed be the case, that the Human Rights Code speaks to the question. Having said that, and recognizing that what is in the Human Rights Code is a relatively recent development, I think Mr. Gillies's point is absolutely right. Handicapped people feel they have been stung by unilaterally established job descriptions, sometimes established with perfect good faith that the job actually requires going to this filing cabinet. Perhaps it did require that five years ago; it may not require it now.

Ms. Gigantes: It may. They may have to go in a different kind of filing cabinet.

Hon. Mr. Scott: I remember that when I was in the practice of law we had an application by a person who was seriously handicapped. Our instinct was that she—she was a woman—would be unable to do the kind of specialized secretarial job for which she had applied. That was instinctual on our part. Someone said, "Are you so sure?" An analysis was done and it turned out that our instinct about the job was wrong. It did not require the physical mobility we thought it did. The person who had had the job had always had that physical mobility, but it was unnecessary to do the work. Then you look at the job description and say, "This job description is wrong."

1600

The point that the people who write to Mr. Gillies or meet with him make is that handicapped people know what it is like to be skewered by unrealistic job descriptions that are often set with the best will in the world, in good faith, and that often reflect job requirements at a given historical time but do not reflect current job requirements.

Ms. Gigantes: But beyond that there is an obligation now on employers to accommodate the physically handicapped in hiring policies, and that means more than just checking to make sure your requirements are up to date. It means perhaps changing the way you set up your office so that if a requirement is a bona fide requirement of the job, the person you are looking at as an applicant could fill it because you have made a special accommodation.

Hon. Mr. Scott: The trouble is that the duty to accommodate, which is critically important to the advancement of the interests of the handicapped and lots of other people and which is now written into our law, really works best where there is a clear decision-making environment. It works best under human rights legislation because there is a tribunal.

Ms. Gigantes: What I was proposing was that we make a direct reference to the sections of the code, not as an operative clause within the body of legislation on equal pay but as a reminder to employers and employees who are looking at this legislation that, overall, the Human Rights Code provisions are going to be the ones that have to be followed in terms of hiring practices.

Hon. Mr. Scott: We would be happy to look at that. The danger, though, is that if we are talking about a right to accommodate or an obligation on an employer to accommodate and a right on the part of, say, a disabled person to seek accommodation, we are talking about the very right that is enshrined in the Human Rights Code. We would not want any amendment to pay equity legislation to create a different, let alone a less significant, right.

Ms. Gigantes: A direct reference to the section of the code was what I was suggesting.

Hon. Mr. Scott: Or a good index.

Mr. Gillies: What the coalition suggested in its brief is a very practical measure, and frankly I am not sure it needs legislative sanction. They used the phrase "trading off of nonessential duties" within a job. To use the minister's example, you are replacing somebody who has a primary duty and who, at the end of the day,

replaces files in a high cabinet and has always done that. The applicant to replace this person is, let us say, a wheelchair person. I think what they mean by "trading off of nonessential duties" is that some accommodation be made where perhaps the new hiree sorts the mail at the end of the day, as he could do, and somebody else takes on the duty of the high filing cabinet, which he could not do.

Ms. Gigantes: Why do you not lower the filing cabinets?

Mr. Gillies: Yes. I would think most of us in a position to hire on that basis would go the extra mile to make an accommodation such as that anyway. Whether it needs legislative sanction or sanction under the code I do not know.

Hon. Mr. Scott: If they are talking about trading nonessentials out of the job description, they are talking about making certain that job descriptions accurately reflect what is required to be done to do that job, and the Pay Equity Commission, the complaint-based mechanism and so on are essential to determine, especially in a noncollective bargaining situation, that the development of the pay equity plan, is not skewered by the employer's right, at least initially, to establish job descriptions for comparison purposes that are restrictive in the way you describe.

If they are talking not about nonessentials, but if they are talking about essentials for the job that they cannot do, replacement work in the light of the fact that they cannot do those things is the duty to accommodate. An employer may have a duty, even when a particular task is essential to the job, to say, "This person will not be required to do it, because he lacks the physical capacity to do it, and he can do replacement work or some other type of work to make up, because we can accommodate his handicap by requiring somebody else to do that particular task."

Ms. Gigantes: But that is hiring practice, and that comes under the provision of the code.

Hon. Mr. Scott: That is a human rights issue; it is not a pay practice issue.

Ms. Gigantes: This is an important item, but I do not want to give up women's issues in the discussion of it. We will continue it in another discussion.

Mr. Gillies: That is sufficient for me.

Ms. Gigantes: I would like to go back to the minister's statement so that I can understand exactly what we are being told on employment equity as it affects women in particular, although it should be broad enough to affect various

categories of people who need employment equity policy in legislation in this province.

Essentially, we are being told by the ministry that because of the delay in getting equal pay measures in place, we will have to wait for employment equity legislation. We will have to live with a policy that is very little changed from past government policy. In effect, it says that we will have an active program of employment equity within the public service.

I agree with Ms. Fish that what we have is an active program of affirmative action. You can correct me—I would like to be corrected on this—but as I understand it, it is not a program that has goals or timetables attached. The minister's last statement in the Legislature on this subject indicated that the five-year goals were being revised. He indicated something in his statement yesterday—

Hon. Mr. Scott: If I may deal with that subject, whether or not you accept that the goals were sufficiently precise for your purposes, there are goals in the public sector—that is, the 30 per cent standard.

Ms. Gigantes: You got rid of that.

Hon. Mr. Scott: Not long ago I announced that we were moving to more precise goals.

Ms. Gigantes: But you have not given us the description.

Hon. Mr. Scott: There are goals, and there is an effort to measure the extent to which there is compliance.

Ms. Gigantes: Would you share with us the more specific goals?

Hon. Mr. Scott: First, we began with the 30 per cent goal. After a time, we developed the view that while that was a very useful goal—

Ms. Gigantes: That is an old goal.

Hon. Mr. Scott: All right, but old goals are not bad goals; they are just old. The Ten Commandments are a goal, and they are good enough for me. We cannot denounce old goals just because they are old. That was a goal.

Ms. Gigantes: They are old Conservative goals.

Hon. Mr. Scott: I do not even denounce them because they are Conservative. The Conservatives have a lot to answer for.

Ms. Gigantes: You have had a year and a half behind you now. Where are we?

Hon. Mr. Scott: We concluded that that goal was a useful but blunt instrument. The government is trying to devise a more sophisticated targeting mechanism.

Ms. Gigantes: When is your goal for the provision of this?

Hon. Mr. Scott: Soon.

Ms. Gigantes: Soon. We will soon have more precise goals in the public sector.

Hon. Mr. Scott: No. We have goals now. We intend to refine that targeting system.

Ms. Gigantes: We will soon have more refined goals. Will there be a timetable attached to those goals?

Hon. Mr. Scott: Yes. The targets are a function of numbers and dates.

Ms. Gigantes: Good. In the public sector, what we have is—

Hon. Mr. Scott: Dr. Todres asks me to observe that, in this scheme, the time frames and the targets will be linked to the availability of labour.

Ms. Gigantes: I beg your pardon?

Hon. Mr. Scott: They will be linked to the availability of labour. Let me put the situation to you this way. Where you have an across-the-board 30 per cent target, which is what the government has traditionally had in Ontario, you are utilizing 30 per cent as your goal in job A, which may be a job in which, for legitimate reasons, there are very few women trained to do the work. It will also be the target in job B, where perhaps 90 per cent of the people who are trained to do the work are women. Obviously, if the latter is the case, a 30 per cent target is not very useful. That is not to say that employment in that job should be less than 30 per cent but that a target of 30 per cent does not reflect the availability of women in the work force to do that job as opposed to the availability of men.

1610

Ms. Gigantes: Unfortunately.

Hon. Mr. Scott: The new system is going to try to be more refined in taking that into account, and that is going to benefit women.

Ms. Gigantes: I am not going to argue, but it would be very useful to know specifically what you are going to be doing.

We will move, then, to the broad public sector, as Liberals tend to call it, the nonpublic servants of Ontario who work in the public sector. What we have there is a change, as I understand it, from this item. We have an increase to provide for various pay equity projects now and a decrease to transfer payments for the employment equity incentive fund for the broader public sector. Why do they have that decrease?

I see; you have switched that around. This was a \$2,873,000 decrease to transfer payments for the employment equity incentive fund for the broader public sector. This was an incentive fund, where you said to a municipality, "If you want to undertake a project called employment equity within your municipality, we will give you the money to hire somebody to start getting it organized"? Am I understanding that correctly? We have a change now.

Hon. Mr. Scott: That is an old program.

Ms. Gigantes: We have another item here that picks up less than half of what used to be available under that old program, if I understand the accounting correctly. This item is called the "Annualized cost of salary and benefits for positions established to administer employment equity and other program initiatives during 1985-86." Is one a substitute for the other or a progression from the other?

Hon. Mr. Scott: We will try to find that out. It certainly is not my understanding that less will be expended.

Ms. Gigantes: Do you know the page I am looking at?

Dr. Todres: I am trying to see what you are looking at.

Ms. Gigantes: It is called Office Responsible for Women's Issues, "Statements of Changes from the 1985-86 Estimates, \$000's." The first item I referred to is the bottom item under 801.1, "Decrease to transfer payments," etc. The second item I am referring to is the "Annualized cost of salary and benefits for positions established to administer employment equity," etc. I am at a loss here. What is happening? Have you changed the nature of the program?

Dr. Todres: No.

Hon. Mr. Scott: We have not changed the nature of the program; we have extended the program, as I announced before Christmas. We have extended it in ways that will provide more funds next year than have been expended in the past.

Ms. Gigantes: That is not what this line—

Hon. Mr. Scott: That is what we have done. I will try to get an explanation of how that statement coincides with what we have done.

Ms. Gigantes: When you provide an incentive fund for somebody to be hired to set up an employment equity program with, say, the municipality of Ottawa or the regional municipality of Ottawa-Carleton, I am trying to find out how that is going to be different from funding of

positions established to administer employment equity. I would like to know whether there is, within your new program, which somehow I cannot get a handle on, any monitoring process the government undertakes at the provincial level to try to find out whether these programs are actually having any effect. I certainly know, from talking to lots of people involved in various broad public sector organizations, that even when somebody is hired to set up an employment equity program, and the program keeps growing, there may be very little change within the organization in terms of what is happening with women: hiring, advancement, training, any of those things that employment equity programs are presumably supposed to achieve. Is there any monitoring of that?

Hon. Mr. Scott: Shortly after we got in, when I went around and met with people who were doing this work in the hospitals and school boards, they were generally supportive. I am talking about people at the boards and at the hospitals, not ministry people. They were generally supportive of the program. They thought it was doing good work; they thought it was the right direction.

Ms. Gigantes: Yes, but that can mean nothing is happening and they are very satisfied.

Hon. Mr. Scott: The answer is not short, but I was going to make precisely the point you are trying to make for me. They were not satisfied that there was in place an adequate monitoring system to measure the results of what they were doing.

They said two things to us. One was to continue the plan because they thought it was good and the way to go. They also asked that we ensure there is monitoring of the kinds of results they hoped to be producing.

I remember meeting with a group of them, believe it or not, in your very constituency, and that issue was discussed.

Ms. Gigantes: Why could they not monitor their own programs?

Hon. Mr. Scott: They can, but they want some record of what is being achieved. They are not interested simply in their own school boards. These are people who are movers and shakers in this field and who want to see employment equity proceed apace, not only at their schools but everywhere else as well. They want to be sure this plan is effectively devised to advance employment equity across Ontario. They were telling us how to make it better.

One of the things they were telling us was what the ministry should do, and that was very helpful. They said the ministry should be doing more effective and more detailed monitoring than had originally been done under the plan. We took that back and decided it was a helpful and useful suggestion.

Under the plan we now have in place, each ministry responsible for allocating the funds, whether it be Municipal Affairs or Colleges and Universities, is bound to monitor the results in a fairly detailed way, to the satisfaction, if I have it right, of the Ontario women's directorate.

The important thing is that the constituents—the beneficiaries of a system—instead of simply taking the money and running, said: "We can help make this program better. We think it is great, but we can make it better." They gave us an idea, and I believe they were right. Their instinct is sound, and I think the program will be better. As a result of their suggestion, we will have a much more useful sense of whether we are making real progress.

Ms. Gigantes: When will you be able to get this sense?

Hon. Mr. Scott: As the matter proceeds annually, we will get monitored results.

Ms. Gigantes: When would you expect the first reporting period to be?

Hon. Mr. Scott: The Minister of Health (Mr. Elston), for example, has already announced that he can produce some results.

The point of the monitoring scheme is that before there was any monitoring, all we really knew under the old program was who had taken up the plan, which board had taken up the plan and, essentially, what the board had done. They had hired Mrs. X with the job title "employment counsellor," and that is all anybody knew.

Ms. Gigantes: Right.

Hon. Mr. Scott: We hope that as a result of this program we will get to know precisely what the board is doing, what Mrs. X is doing, the headway that is being made and the increments that are being advanced at that board.

Ms. Gigantes: A year from now when we go through the same process again, can we expect you will be able to give us an accounting?

Hon. Mr. Scott: I hope so, yes.

Ms. Gigantes: For all the component ministries?

Hon. Mr. Scott: I hope so, yes.

Ms. Gigantes: Good. Okay.

Hon. Mr. Scott: I also went to Thunder Bay, where precisely the same request was made. When the people of Thunder Bay and the people of Ottawa agree, there is something going on in this province.

Ms. Gigantes: It depends on whom you are are talking to.

Hon. Mr. Scott: That was university people. They said there was a possibility, although they thought it was not happening at the university, that the employer would simply take the money made available by the government, establish the position and—

Ms. Gigantes: Smile.

Hon. Mr. Scott: —smile. They said, "We do not want that," and we said, "Neither do we." They said, "We will help you work out a scheme to monitor it."

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Ms. Gigantes: If we turn to the final sector of employment, the private sector, essentially we still have in place an awards system. Am I right?

Hon. Mr. Scott: We certainly have an award system. We also have a very elaborate system in which information about employment equity is made available to the private sector and ways in which it can be instituted in given employment settings are available through consultation. If you are making the point that employment equity in the private sector is voluntary, the answer is yes.

Ms. Gigantes: You have an award system and you have agents.

Hon. Mr. Scott: We have change agents, programs and we have awards, but if the issue is whether it is voluntary rather than compulsory by law, the answer is yes.

Ms. Gigantes: When you look past the period of bringing in equal pay for work of equal value and you face the bold new world of employment equity with full courage and strong heart, do you conceive of approaching employment equity programs in the private sector, the public sector and the public service as one effort or as a fractured effort?

Hon. Mr. Scott: I am sorry. I am not sure I understand.

Ms. Gigantes: Are you still going to be held to the notion of staging, starting with the public service model and moving out into the broader public sector?

Hon. Mr. Scott: I envisage that by that time an employment equity program will exist in the public service that will meet your standards. We

are doing the eye count survey, which is designed to provide the data about where we are in hiring and promoting people of a wide variety of minority groups, the disabled and so on. When those data are analysed, we will know, by comparing those data with proportions in the population, how the Ontario government has been as an employer.

Ms. Gigantes: When will that be ready?

Hon. Mr. Scott: I think all the data have been collected. The survey was very successful in terms of uptake. I have seen a preliminary analysis of some of it, and when I saw it we asked a series of questions about whether it could be more refined. The people who were doing the survey went back to see whether they could alter their computers to spill out a more refined kind of information. The data should be publicly available before long. That is only the raw material. When you see where you are, you then have to devise positive programs to hire or promote, if you are deficient, as we may well be in some areas. Then you have to develop methods of ensuring that is effectively done.

One of the things I have done in a small way in the Ministry of the Attorney General is to try to monitor the extent to which the hiring of women as crown attorneys is taking place. There are 48 crown attorneys in the province, one in each county. Until this year, there had never been a woman who was a crown attorney. A lot of lawyers kept saying it was because they all came out of law school recently and are still assistant crown attorneys, etc. They have not floated to the top, if that is the description. It turned out that they had, and we now have a woman crown attorney. The important thing is to see that the hiring and promotion practices build out any conscious or unconscious discrimination.

Ms. Gigantes: We understand that. That is why we are in favour of something called employment equity.

Hon. Mr. Scott: Then we are on the same track.

Ms. Gigantes: Do you perceive of entering employment equity, presuming you are still around to oversee all this stuff?

Hon. Mr. Scott: Is there some problem?

Ms. Gigantes: I do not know. One never knows what the world will bring.

Hon. Mr. Scott: Yes, that is right.

Ms. Gigantes: Do you perceive of moving into the public and private sectors jointly, or are we going to go through this painful staged program again?

Hon. Mr. Scott: We want to watch very carefully. First, we want to see how far the Ontario public service has come. I hope they will have gone far enough to suit us all. We want to see what the programs we are devising do in the broader public sector. Then we want to see what has actually happened in the private sector, whether it is six months, a year or two years from now.

As you know, the federal government has instituted an employment equity program of some kind that is based, in part, on contract compliance.

Ms. Gigantes: How are you going to see what has happened in the private sector two years from now if we do not start counting now?

Hon. Mr. Scott: By looking, we will have a fairly good idea of the extent to which contract compliance as required by the federal plan has led to the institution of employment equity plans in Ontario businesses that want to get federal contracts. We will then be able to assess where we are and what this educational effort has been doing.

One of the interesting things is that when you go around to talk about pay equity to business people you run into the odd business person who does not think pay equity is a very good idea. I do my best to try to persuade them it is a great thing to do. Many of them, however, particularly men, tell me employment equity is a wonderful thing to do, and I say: "I am just going to take your name and address, and I will be back in a couple of months to see whether you have done it. If you have done employment equity and you are telling me how wonderful you think it is, then you have nothing to worry about in the future."

A year or two years from now, I think we will be in a very different position from the one we are in right at the moment, or certainly different from the one we were in two or three years ago.

Ms. Gigantes: Thank you very much.

Ms. Fish: I guess we have just been shifting between the definitions of employment equity on the narrow end and on the broader end, including pay equity. On the definition of employment equity at the broader end, namely—

Hon. Mr. Scott: Do you mean including pay equity, child care and so on?

Ms. Fish: Correct, per page 5 of the printed distribution copy. I will begin by asking you to respond to some of the questions that were raised yesterday in my initial response about the status of Bill 105 and Bill 154, the present conflict, and

which bill the government will be looking to for primacy as a matter of policy.

Hon. Mr. Scott: I do not know that the government has resolved that question. Very early on, well over a year ago, we indicated to the Legislature and to the public the way we, as a government, saw it appropriate to proceed; that is, by having two bills, an OPS bill on the one hand—and at that time we defined what we meant by OPS—and a broader public sector and private sector bill on the other. It was made reasonably clear well over a year ago that the responsibility for the OPS bill would be that of the Minister of Labour and that the responsibility for the broader public sector and private sector bill would be that of the minister responsible for women's issues.

When this was announced in the House, the rationalization for proceeding on those two fronts was made as clear as we could make it, which was that the justification for treating the OPS as separate from school boards and private business was that the OPS had a number of characteristics. In the first place, there was only one employer, the government. Under the OPS bill, you are dealing with only one employer, not a host of school boards and thousands of private businesses.

The second important distinction was that the employer was us. We were dealing not with somebody else's employees but with our own employees. Therefore, we could make plans in a way that might be inappropriate when dealing with somebody else's employees.

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The third characteristic is that the OPS is highly unionized. It is more than 90 per cent unionized, a figure which is not approached in the broader public sector and not even imagined in the private sector, where the rate is about 30 per cent.

The fourth distinguishing feature is that the OPS is a unit or establishment which probably is as complicated and as diverse in terms of job categories as any you can find. It is hard to imagine any business in Ontario that would have more job classifications than the OPS, taking it from firefighters and jail guards to secretaries and so on.

We said that provides ample justification for dealing with the OPS separately and dealing with the others, the broader public sector and the private sector, in a different fashion. We also said—because the Premier (Mr. Peterson) said it—there was a moral reason for doing that in the sense that there was justification for trying to put our own house in order before we imposed

obligations on school boards and private citizens.

That is what we announced we were going to do, and we announced a timetable. We announced when Bill 105 would be introduced and we announced that Bill 154 would be introduced, after a consultation process, at the end of November 1986.

All this was playing more than a year ago. When we complied by introducing Bill 105 and it got into committee, the members of the committee either thought our game plan was crazy or did not believe we were going to do what we said we were going to do. It is not the first time that has happened. They did not believe it, so the committee members amended Bill 105 in a number of other material ways and by expanding it to include the broader public service. Why they did that may vary from party to party, but that was done.

I understand that bill has not yet been reported, and you now have the introduction of Bill 154. We hope the Legislature will give consideration to proceeding in the way the government thought it appropriate to proceed in the first place. We are looking for, with the opposition parties, any way we can find to break the impasse. I presume one of the ways—there may be others—to break the impasse is to see whether we can unamend Bill 105 so the broader public sector is included not in it but in Bill 154. There are other ways: you can amend Bill 154 by taking the broader public sector out of it.

There is a variety of options, and the dilemma is there. The committee has its hands on Bill 105 and, I presume, will decide. This is minority government. I do not have the capacity to decide these things. The opposition parties will decide that question. The people of Ontario are looking to them to decide it, because it will be a misfortune if we get bogged down on that kind of technicality. I will be delighted to hear any suggestions you have for deciding how we resolve the dilemma.

Ms. Fish: I might suggest one way to resolve it. Appreciating as I do that you were not in attendance at committee for this bill and may not have followed the Hansard as carefully as those of us who are members of the committee and present during the discussions, you may not realize that the logjam of the standing committee on administration of justice reporting Bill 105 is a result of Liberal members of the committee indicating, in company with the minister, that they did not wish to see the matter proceed at this time.

The committee, in responding to the minister's wish not to proceed at the committee stage with the bill, was awaiting further advice and indication from the government that the government and its minister did want to proceed with the bill.

Hon. Mr. Scott: I question your material and I do not accept that view.

Ms. Fish: Contrary to the impression that might otherwise have been left from your remarks that the opposition parties are not proceeding with Bill 105, I am sure you would want to be aware that the lack of progress in continuing to deal with that bill and report it comes from your colleagues in cabinet and on the back benches.

Hon. Mr. Scott: I do not accept that for a moment. The amendments to Bill 105 which have created the conflict so we now have two bills dealing with the same subject matter were amendments that were introduced by either one or the other of the opposition parties.

I am not criticizing it. That is what minority government is all about. They have the right to introduce them, but the amendments were passed over the objection of the governing party. There is nothing wrong with that either. That is what majority rule is all about. But it is not right to say that the government created this dilemma. The dilemma exists because Bill 105 has been amended so that it is inconsistent with Bill 154. We did not pass—

Ms. Gigantes: And inconsistent with Bill 105.

Hon. Mr. Scott: All right. Sure.

Ms. Fish: If I might proceed, Bill 105 was amended in large measure prior to the introduction of Bill 154—

Hon. Mr. Scott: Sure, and over the objection—

Ms. Fish: One moment, please. I did not interrupt. It was amended prior to the introduction of Bill 154 and was done, I think most would agree, in an exercise at committee that involved, as you said, some of the exercises that can result from minority government. The failure to proceed rests with the government which has chosen not to proceed with a bill that has been amended at committee, on the one hand; or on the other hand, not to proceed perhaps by way of amendment or otherwise to Bill 154.

I think, Minister, you would be doing the public of this province an unintended disservice, but none the less a disservice, to suggest that the committee could proceed to report on legislation

that the minister responsible was declining to bring into the committee to permit it to still act.

Hon. Mr. Scott: Whether the committee can do that remains to be considered. I would have thought it obvious that it could.

I will make two points. The first point is that a number of the amendments advanced by the opposition parties to change the shape of Bill 105 were made over the objection, in the face of the ruling made by the Conservative chairman of the committee that the amendments were impermissible and inconsistent with parliamentary practice. That does not mean they could not be made, because we have majority rule, but in this instance I am prepared to defer to what Mr. Brandt, the chairman of the committee, had to say in commenting on what was done in the Bill 105 committee.

The second point is that we now have the two bills. It remains to be seen which bill women in the public service and in the broader public sector prefer. I am getting a lot of people saying that my bill, Bill 154, in so far as it comes to the broader public sector, has to be improved. The time frames are too long and there is an agenda of changes which unions in the broader public sector think should be made.

Having said that, however, I am getting the sense that some of those unions say, "We would rather be under Bill 154." So we have the odd result that the opposition parties, presumably seeking to amend Bill 105 to accommodate working women in the broader public sector jobs, are going to find that working women in those jobs wish that the amendments had not been made so they could be dealt with under Bill 154.

I hasten to add that they want Bill 154 corrected in some significant ways, but the message I am getting from some of them is that if those corrections can be made, the theory of Bill 154 is one that is very attractive to them.

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Ms. Fish: I wonder whether I could attempt to pursue the line of questioning I began, which was to understand the primacy of the bills and the government's intention. I simply say by way of parenthetical comment that the ruling of the chair, like the ruling of the Speaker, within our committee system and within our parliamentary system is always subject to challenge and subject to being overruled. Indeed, that occurred at the committee in question.

None the less, the issue remains, which is the question of the primacy of the legislation from the perspective of the government. Just to try to

understand what you are saying today in the course of all of the review around Bill 105 as it currently is formed—that is to say, as amended—are you suggesting that so long as it remains in its present form the government will not proceed with it?

Hon. Mr. Scott: Not at all. I am saying that we have not made any determination on that and that, for my part, I am not going to be told by the opposition parties what has to be done, nor do I propose to tell them what has to be done. A useful exercise is to listen to the people in the broader public sector—the working people, particularly the working women, the employers and the people who are interested in the broader public sector—and ask, “Which do you want?” If they say they want Bill 154, if I have any power—I may have none—I am not going to let the opposition parties, for their own purposes, mess up that choice.

If those people say, “We would rather be dealt with under Bill 154,” then I would have thought responsible opposition parties would say, “Then we will withdraw the amendments we made to Bill 105 because we have heard from the communities that are going to be affected.” When looking at whose judgement should bear on this question, we will remember that we are talking in this instance about the broader public sector. I presume that the view of other people in the private sector, while interesting, will not bear nearly so significantly as that of the employers and working women in the broader public sector. I would be interested to hear what their unions say in the end, because that is going to be a significant factor, for your party and Ms. Gigantes’s party.

Mr. Gillies: I wonder whether, by way of a supplementary, Mr. Chairman, I might try to be characteristically helpful in this regard. I have followed this debate, and as in the standing committee on administration of justice it was Ms. Gigantes and I who moved the amendments that broadened Bill 105, I wonder if I might offer a couple of thoughts.

First, while there is definitely a political disagreement among us in the discussions I have heard, I do not hear a lot that either my colleague or the minister has said that is incorrect. I believe we have a legitimate disagreement, but the debate has been substantially factual. I would like to make a couple of points, though.

The amendments that were largely agreed to by both our party and Ms. Gigantes’s party were overwhelmingly supported by the Equal Pay Coalition, by the unions in the area and by other

interested parties, and we proceeded, I believe, with the overwhelming support and goodwill of those representatives of most of the employees with whom we were dealing: the Ontario Public Service Employees Union, the Canadian Union of Public Employees and others.

We made the decision, as my colleague has pointed out, and the minister, I am sure, would not disagree. There was an objection by the chair. Like any objection by the chair of the Legislature, it was subject to challenge and was overruled by the majority on the committee, and so the work legitimately proceeded.

The problem we have now is that during the course of the committee hearings there were vigorous representations by the minister, with which we agreed, that he and ministry staff should, of course, be present during the clause-by-clause discussions on Bill 105.

Our perception—I am not speaking ex cathedra—our feeling was that there was a certain lack of co-operation from the minister, his staff and the Liberal members of the committee with respect to scheduling and proceeding with that work. Of course, the minister would disagree, but I am telling you that is what we thought.

The problem we have now, and where I agree with you, sir, is that somehow there has to be a meeting of the minds among our three parties about what happens next. It is all very well to say, “It is in the hands of the opposition parties,” but really a very crucial next step is that some forum, whether it is within the standing committee on administration of justice itself or outside the justice committee, has to be found for the minister and his people and the opposition parties to get back together and ask, “What are we going to do with this bill?”

The impasse we have now is because the justice committee cannot, and presumably will not, deal with this until we get some sort of indication from the Minister of Labour as to whether he wishes to bring the bill back into committee or whether we should be meeting in his office or in your office—

Ms. Gigantes: The bill is in committee. The committee can decide to deal with it whenever it wants.

Hon. Mr. Scott: The committee can deal with it tomorrow.

Mr. Gillies: Well then, this is the impasse.

Hon. Mr. Scott: I agree with the statement you make and I agree that something has to be done to deal with the impasse. The point I am making, and it is not very elaborate, is that I am looking hopefully, because I do not have all the

ideas, to the people who created the problem by proposing the amendments to tell me what they want to do to resolve the problem. If they had not proposed the amendments—and we are talking now about the amendments expanding the bill, not the other amendments—there would be no conflict. They having made them, they having created the conflict, I am very anxious to hear suggestions from them about how the interests they were trying to preserve by making those amendments—and I presume they were bona fide and not dictated by any base political purpose—can now be protected.

Among the interests that I take it they were trying to preserve were the interests of working women in the broader public sector, and it is a matter that we will have to address. What do working women in the broader public sector and their employers—because both sides should be considered—have to say? That will be a factor.

However, I look to you and to the New Democratic Party, who have got us here, to make some suggestions. We can amend Bill 105 again, putting it back the way it looked before you went to town on it, or we can amend Bill 154 by knocking out a central portion of it. There may be variations in between that run the gamut. I am anxious, as I know the Minister of Labour is, to work something out. But having created the problem, you cannot say: “Over to you, ministers. You solve it.”

Mr. Gillies: I will just make two points. First, and obviously—

The Acting Chairman (Mr. Grande): Mr. Gillies, if I may, it was on a supplementary that you got in.

Mr. Gillies: I would appreciate an opportunity to respond to that, but I will be guided by you.

The Acting Chairman: Ms. Gigantes is next.

Ms. Gigantes: Ms. Fish has not finished.

Mr. Gillies: It was a supplementary to Ms. Fish. I am sorry.

Hon. Mr. Scott: Ms. Fish, while I have it, may I give a short oral answer to Ms. Gigantes about a question she asked earlier?

Ms. Gigantes: You can do that later. Let her proceed.

Hon. Mr. Scott: Okay. I do not want to forget it.

The Acting Chairman: We will not let you.

Ms. Fish: Thank you, Ms. Gigantes. I assure you that I can certainly speak for myself, as a member on the committee who heard the depositions and was involved in considering

amendments to put forward, that I did so with the utmost of goodwill and very much in keeping with the very clear and thoughtful presentations that were made before the committee. If I understood your earlier remarks correctly, I inferred that you had reason to believe that those same deputants in large measure would rather find themselves under Bill 154 than under Bill 105 as amended. I presume you had discussions or correspondence or submissions of briefs or something that would lead you to believe that.

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One of the ways in which that question might be answered, the question of preference for coverage in one bill or another, might conceivably be to see Bill 154 proceed through a debate and go to committee, and that deputations that come forward not simply indicate, among other things, positions on the bill, but perhaps also to be asked the specific question of coverage, if that is appropriate.

This brings me to the second question I had asked in respect to the primacy of the two pieces of legislation, which is the question of your intended timing on Bill 154. Perhaps you would share with us whether you would consider moving ahead now with Bill 154 and whether you would entertain consideration at the committee level so that there would be preferences placed on the public record—and appropriately, if we are to understand the degree of support or otherwise for inclusion in that bill.

Hon. Mr. Scott: To answer the question, I think all my bills should be dealt with first. I would like to have them all debated as quickly as they are introduced, all go to committee, all be passed and all be proclaimed. However, the timing of these things, as you know, is really a question for the House leaders. We are ready, we are willing and we are able, but the House leaders will have to make a selection of what legislation is to proceed and in what order. That is not something over which I am in control.

Ms. Fish: To the best of your knowledge, has the government House leader indicated a priority consideration for Bill 154?

Hon. Mr. Scott: I do not know the answer to that question, we will have to ask him.

Ms. Fish: Did you say I would have to ask him?

Hon. Mr. Scott: No; I would have to ask him, and you would have to ask your House leader what has been said to him about it.

Ms. Fish: I have asked my House leader. My House leader advises me that your government

House leader has not indicated a clear priority on Bill 154.

Hon. Mr. Scott: What is the position of your party on Bill 154?

Ms. Fish: Your government House leader has not indicated a priority for it; there has therefore not been a response. That was my understanding from my House leader. I share this with you only because, in recognition of your wish to see the bill proceed, you may wish to have the benefit of that interpretation of events when you speak with your own House leader.

Hon. Mr. Scott: Just in case anybody reads this debate—perhaps a remote possibility—you will understand that my House leader would not have given any indication of the priority of the bill if the Conservative House leader had said first, “We are not interested in debating this bill in any hurry, thank you, Mr. Nixon, because we have not made our mind about how we are going to respond to the issues the bill presents.”

It would be very routine and quite proper for a party that has not caucused a bill, does not know where it stands on a bill, does not know whether it is going to vote for it or against it to say, “We do not want this bill called right now.” That would be perfectly natural and appropriate.

Ms. Gigantes: Is this a slanderous hypothesis, or does it have some basis in fact?

Hon. Mr. Scott: I am responding to an observation that was made.

Ms. Fish: I am a little concerned at those remarks, because that has not been indicated—

Hon. Mr. Scott: I do not know.

Ms. Fish: —by the House leader for the Progressive Conservative Party. In fact, the normal course would be for the government House leader or the staff of the government House leader to indicate at the outset what the government preferences might be.

I am particularly saddened that you chose to engage in that hypothetical discussion in a way that would lead the potential reader of this debate, or the listener, to believe there had been some other procedure or some other exchange. To the best of my knowledge, there has been no discussion whatsoever of the question of Bill 154.

Hon. Mr. Scott: I am delighted to hear it.

Ms. Fish: I was raising it because the normal procedure of House leaders would be to hear initially from the government what the government interest might be and government feelings.

Hon. Mr. Scott: I am delighted to hear it. No one is more pleased at the conversion of the Conservative Party to pay equity in the private sector than I am. I am looking forward to the support of your party in passing this important initiative in the private sector.

Ms. Fish: We somehow, rather sadly, seem to have moved away from the question of the priority, the primacy, of the bill—I did attempt to open the question and then hold the debate—into an exchange that was entirely hypothetical on your part. I none the less take it from your penultimate statement that you intend to speak to your House leader and impress upon him your wish to proceed with Bill 154 with dispatch. Did I hear you correctly on that a few moments ago?

Hon. Mr. Scott: I am anxious that pay equity should come to the Ontario public service, the broader public sector and the private sector at the earliest possible time.

Ms. Fish: Since you have declined to restate it, I will indeed avail myself of the Hansard of your earlier remarks. I think my understanding was correct.

I wonder whether you can tell me what involvement the staff of the Ontario women's directorate had in the preparation of Bill 105?

Hon. Mr. Scott: Let me see whether I can remember. It was so long ago. There were an interministerial committee and a ministerial committee. The women's directorate was represented on the interministerial committee, together with a number of ministries, the names of which I do not have but which you can imagine—the Ministry of Labour, the Ministry of Treasury and Economics and the Management Board of Cabinet, because the Civil Service Commission is under Management Board, and a number of others. I was on the ministerial committee, and those two committees developed the options and brought them to cabinet.

Ms. Fish: Had the staff of the women's directorate or you met previously with representatives of the Equal Pay Coalition, the Ontario Federation of labour, the Ontario Public Service Employees Union or the Canadian Union of Public Employees—I name them as the key deputants when Bill 105 was in hearings—prior to decisions on Bill 105, to deal with questions of the scope of the bill or mechanisms to achieve pay equity?

Hon. Mr. Scott: When I got this job, it was apparent that pay equity was going to be a major component of our work. At the very beginning, the division of responsibility between the minis-

ter responsible for women's issues, Bill 154, and the Minister of Labour, Bill 105, had not been arranged, so in the early days of the government it was not clear how the legislation would be developed, how it would be divided between ministries or how it would be carried. Those questions had not been decided at the earlier stage.

Very early on, however, I remember meeting with selected groups that ultimately became deputants on the employer side, on the trade union side and on the third side, the women's side, to discuss questions about how pay equity, as a program running all the way from OPS to private sector, could be developed. My recollection of those discussions—and this was true on the employer side as well as anywhere else—is that all the deputants and the government representatives were at a very preliminary consideration of what was at stake.

We had just come in. It was the summer of 1985. I do not think that before the election any of those people had thought pay equity was going to happen. It was not something they had to worry about, because this, after all, was Ontario and it was not going to happen all that quickly. I got the sense that not only were the staff of some of the departments only beginning to think about it—the women's directorate, of course, was different; it was in it up to its ears—but also the staff of the other ministries sometimes were not up to scratch on it. That was true of employer representatives. Even trade unions and women's groups had decided, each for themselves, some issues of principle, but they had not got down to the kind of important mechanical issues you are referring to. Getting down to the i's the t's and the dots and the crosses that go over them was a gradual process that happened to them at about the same time it happened to us.

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Ms. Fish: By that, I take it the bill was introduced with its measures intact prior to an appreciation by you or the staff of your directorate that there were concerns surrounding the mechanisms in the bill?

Hon. Mr. Scott: No, not at all. We continued to meet with women's groups particularly throughout the process. Especially with respect to Bill 154, we had a business advisory group and a trade union advisory group. We were getting input from those groups all through the process. One of the difficulties was that once Bill 105 was introduced and we had indicated we would introduce a broader public sector and private sector bill by the end of November 1986, some

people did not believe us. If they did not believe us, then Bill 105 was the only game in town and they had to get into that exercise.

However, we did what we promised we would do. That surprised some people. It was close. We were getting close to the end of November and we had to work hard but we got it in by the end of November.

Ms. Fish: I impose on the committee: I would like to explore some of the questions surrounding the choice of mechanisms within Bill 154 in the light of the specific deputations and representations made under Bill 105. However, I am mindful of the clock and the fact I was about to be involved in the discussion. I am prepared to stand that discussion down if we can come back to it, if possible. In a spirit of trying to rotate here a bit, I am also prepared to stand down the other issues, of job training benefits and child care specifically, that I would like to explore under the category of employment equity. With that understanding from my colleagues on the committee, I am prepared to let someone else have at it for a while. Is that agreeable? Ms. Gigantes, are you agreeable?

Ms. Gigantes: I am quite happy to do that. At this stage, there are only three brief things. One is, I would like to hear what answers the minister has to offer on some earlier questions. I feel like a child with the Christmas presents unwrapped.

Ms. Fish: I know my colleague Mr. Gillies wanted to—

Ms. Gigantes: Yes. I am quite happy to go back. I know Mr. Ward had this in mind at one point. I am quite happy to go back to more discussion of the mechanisms or whatever, as long as we can come to an agreement before we end today about how we will use the rest of our time. There are a number of other issues I do not think will take an enormous amount of time, but I would like to be able to get into them.

Ms. Fish: That is quite fair. Before we go back on that, we may wish to look ahead to the next sitting days and decide how we are going to divide our time.

Hon. Mr. Scott: I take it the next sitting day is Thursday.

Ms. Fish: The following one is Monday.

Hon. Mr. Scott: Yes, but if the two opposition critics could tell me tomorrow, say, what they want to discuss on the next day, then I will do everything I can to make sure we have the people and the information here so that there are no gaps and we move right ahead.

Ms. Fish: We are prepared to do better than that and to settle that issue at the close of today's session.

Mr. Gillies: Are we through with Bills 105 and 154?

Ms. Gigantes: No, we are going to come back.

The Acting Chairman (Mr. Grande): I do not want to interrupt the flow here, but it seems to me we have two things we want to talk about. One is employment equity and the other is pay equity. We are moving back and forth all the time.

Ms. Gigantes: I am happy. I have been very polite to the minister, avoided conflict and called affirmative action programs as he envisages them "employment equity," because that is what he has been doing these days. When we are talking about employment equity in the full sense, Ms. Fish's discussion of it, equal pay is part of that whole package. I think we are still on topic; I think we have an idea of where we are at.

The Acting Chairman: Ms. Gigantes is next in line, then Mr. Gillies.

Hon. Mr. Scott: The information I undertook to provide had to do with the amount of money that is flowing to affirmative action or employment equity. There is no change. Apparently, according to Dr. Todres, there is no reduction in the program. What has happened is that the dollars are flowed direct to the ministries for some reason that only Treasurers and managers would understand. We can help you find where they appear in other ministries' estimates, but that is what has happened: they are flowed directly to the Ministry of Education, the Ministry of Colleges and Universities and so on.

Ms. Gigantes: We are going to get an accounting of those in the next round and I hope we will be able to know what they are doing.

Hon. Mr. Scott: I hope so.

Ms. Gigantes: Great. If I can go back to two small points that relate to the discussion Ms. Fish raised around Bill 105, the first was the discussion of how many women are organized. I think it is critical we not leave on the record your estimate that 30 per cent of the women in the private sector are organized.

Hon. Mr. Scott: I know your point, and you are right.

Ms. Gigantes: It is 22 per cent for the total female employment of this province. When we look at the private sector, there is practically no unionization. When we look at Ontario as a

whole, in terms of unionization, I think the rate is about 33 per cent, men and women combined.

Hon. Mr. Scott: You are right.

Ms. Gigantes: That is why I think it is terribly important, when we look at Bill 154, to realize that the women we are dealing with are women in the private sector who do not have union representation. That is critical to how we discuss those issues.

The second item is a background paper that was released in conjunction with the total package of information we were given when Bill 154 was released and tabled. The sheet I have does not have a date on it, but I am sure it would be recognizable to people from the women's directorate. It concerns me greatly, because it purports to lay out the number of women in each size-of-firm category, or size-of-employment-place category.

It says, as it relates to women who will be covered by Bill 154, that there are roughly 300,000 women in that full public sector. In the private sector, in places of employment with more than 500 people the number of women is estimated to be 780,080, and I have no reason to doubt that. In places of employment with 100 to 499 employees, we have an estimate of 238,800. Remember that number. You are going to hear it again.

There are 95,520 women in places of employment with 50 to 99 employees. I have no reason to doubt that figure, but here is one I do have reason to doubt. In places of employment with 10 to 49 employees, there are 238,800. In places of employment with fewer than 10—not to be affected directly by Bill 154—there are 238,800.

You have three categories of estimates there, all with the same number. There has got to be something wrong with those. They do not add up, by my calculations.

Hon. Mr. Scott: There has to be something wrong with them because they are the same, is that the difficulty? It is just a coincidence that is too overwhelming?

Ms. Gigantes: It is unbelievable. I doubt these figures and I would like somebody to look at them carefully. This is a question we have raised time and again. As you well recall, there was some debate in the House, when you tabled Bill 154, about the number of women affected in different categories and so on. We have attempted, through NDP research, to get a handle on the figures. The best we can come up with are figures such as these. I am greatly sceptical about them.

Hon. Mr. Scott: First of all, these are estimates.

Ms. Gigantes: Leave that aside.

1710

Hon. Mr. Scott: No. When you make estimates, you often produce figures that are identical, depending on the formula your estimates are based on. If you are talking about figures that run a range, let us say, from 100,000 to 200,000, you are going to have estimates that have a lot of zeros at the end. I would not be alarmed—

Ms. Gigantes: I am alarmed. I think these figures are not accurate.

Hon. Mr. Scott: Let us see what we can find out. One of the interesting things we found out—

Ms. Gigantes: Is that nobody knows.

Hon. Mr. Scott: There is a data problem, as always. The other thing we found out is that women in Ontario are not hired in large numbers, comparatively, in medium-size business. Indeed, you can make a case, for which there is some justification, that Ontario does not have much medium-size business. That is alarming to the economists, but that would—

Ms. Gigantes: I would just like you to get somebody really crackerjack and sceptical, to look at those figures.

Hon. Mr. Scott: I can think of nobody better than your caucus staff. I would be glad to have their view of what is the right figure.

Ms. Gigantes: How do we know what the right figure is? The sources we are going to are presumably the same as you are going to, and we figure you people are paid to—

Hon. Mr. Scott: Exactly, and you are making estimates just as we are. Your people are paid to do it too, and they are both paid from the same source.

Ms. Gigantes: They are not paid to collect figures. There are people in the government who are ostensibly working under this cabinet who are paid to collect figures, and I think they can come up with better figures than those.

Hon. Mr. Scott: I think the reality is that we cannot be any more practical than that. What we have done there is we have translated percentages into numbers.

Ms. Gigantes: I do not believe that those three categories are going to have the same percentage.

Hon. Mr. Scott: If you are translating percentages into numbers—let me put it this way: What you are saying, therefore, is that you cannot believe the percentages were similar or identical.

Ms. Gigantes: Not for those three categories.

Hon. Mr. Scott: It is not a question of theology. If the best evidence is that 15 per cent of the working women in Ontario are working in businesses that hire fewer than 20 people—

Ms. Gigantes: All I am asking is that you get someone to look at those figures again.

Hon. Mr. Scott: —and 15 per cent are working in 21 to 50, you get the same number when you translate that percentage into a number.

Ms. Gigantes: You can use other kinds of estimates and come up with different numbers. I would like somebody, if you would be so kind, to review those figures. That is all I am asking.

Hon. Mr. Scott: What we will do is we will give you the percentages that we obtained and the source from which we obtained them—

Ms. Gigantes: That would be fine.

Hon. Mr. Scott: —and then you can do the mechanical exercise of translating those percentages into numbers.

Ms. Gigantes: I would like to be able to compare the sources, because we have used different sources and come up with different numbers. That is all I would ask.

The Acting Chairman: Did Ms. Fish have a supplementary on that question?

Ms. Fish: Only to say to the minister that it may be there is a query of a percentage, it may be that there is a query of the mathematics that produce the number. When you have a list of only four or five categories and three are the same, I think it is reasonable to raise the question and simply ask as a courtesy if you would request that staff review that question.

Hon. Mr. Scott: I have undertaken to do that, but I have pointed out that the difficulty is, when you are translating percentages into gross numbers, what has occurred here will occur on every occasion when the percentage with which you begin is the same. You are getting that point?

Ms. Fish: Precisely, but again the query is, would you be good enough to ask someone to re-examine the basis upon which the percentage—

Ms. Gigantes: He said he would.

Ms. Fish: —whatever the trigger is that produces that number—would they be good enough to review the basis upon which they made that decision, simply because it does kind of jump out.

Hon. Mr. Scott: We will get out the sources and if they are not confidential, we will let you have them.

Ms. Gigantes: I would like to pick up one other minor point from what the Attorney General said in response to a question from Ms. Fish. That is a question of which bill the women in the public sector want. In a sense, you have told us they have seen both Bill 105 and Bill 154 and on the whole they prefer Bill 154 and they want some changes.

Hon. Mr. Scott: If I said that, I would be wrong.

Ms. Gigantes: Then let us hear what you did say.

Hon. Mr. Scott: Since the introduction of the bill, I have not met to discuss this issue with any formal representatives of women in the broader public sector. I have not canvassed the trade unions. I have not done anything such as that.

I have met and have had occasion to talk with mostly women's representatives who know the broader public sector issues. There are some major concerns about Bill 154 and there is a developing agenda for amendments that those women are sharing with me.

However, apart from that, in that fragmentary way I have a significant sense that they are pleased with the philosophy that is represented in Bill 154; but I would not say that anybody has opted for one or the other because I have not asked for anybody to opt for one or the other. The people to whom I am talking perhaps are not authorized to opt, even if they wanted to. I am saying, however, that I will be very interested in their views.

Ms. Gigantes: This is totally gratuitous. What I expect you to find out when you do go through that process of meeting with people about Bill 154 is that if they had to take Bill 105 unamended as a possibility compared to Bill 154, they would choose Bill 154.

I think they would choose Bill 154 because the mechanisms are simpler, easier to read and easier to understand. Whatever the flaws in Bill 154, it is easier to understand. One of the real problems with Bill 105 was that in its original form it was incomprehensible.

Bill 105 amended, if you offer people who work in the public sector—

Hon. Mr. Scott: That is greatly to the credit of Dr. Todres and her staff.

Ms. Gigantes: If you offer women in the public sector a choice between Bill 154 as it stands and Bill 105 amended, you might get a very different answer. You should be careful, when you do that consultation, to ask the right questions.

Hon. Mr. Scott: I am sure the consultation will take place right here.

Mr. Gillies: Following along the lines Ms. Gigantes and my colleague have pursued—and I do not wish to get into a lengthy argument with the minister on this issue; I do not think it is particularly helpful—I want to respond briefly to a few of the points you made earlier.

I would have to say I utterly reject your contention, sir, that we created the problem as you described it in Bill 105. I believe what we did responsibly was to respond to a very large body of concern from a number of interested groups and individuals about what was perceived as a number of weaknesses and inadequacies in Bill 105 as originally drafted. As Ms. Gigantes has just said, one concern obviously was the draftsmanship and the ability of the people responsible for complying with this legislation to do so, when those of us on the committee were having a devil of a time making hide or hair of it. That was one problem.

The other point that you made, with which I concur, was the doubt in the minds of a number of the people in the field and in a number of our minds as to whether the second bill would appear. I would venture a hypothesis—which, who knows, might be as woven with fantasy as one that you ventured earlier—that, based on discussions I have had, certainly with some members of the Equal Pay Coalition and others, you may indeed be getting feedback now saying, “Yes, maybe Bill 154 does not look so bad.”

That may be, in part, a reflection of the fact that Bill 105 is in limbo. As far as anyone in the field is concerned, they do not know what is going to happen, they do not know where it is. Bill 154 may or may not have legislative priority and may or may not come forward this session. I fear that a lot of people, especially a lot of women concerned with this issue, are worried that a 1987 election could come and go and they could be left with nothing. Where is Bill 105 and where is Bill 154? If they sense that Bill 105 is in limbo and that the intention of the government is not to call it and is not to take it to third reading, that makes Bill 154 suddenly become much more attractive in many minds.

1720

Hon. Mr. Scott: Mr. Gillies, I do not know that there is any point in prolonging this. If the opposition parties had taken the government at its word and had followed the constitutional advice that the Conservative chairman of the committee gave, you now would have a Bill 105 that would have been appropriately amended to express your

views but that would not have been extended, and you would have Bill 154 to cover the broader public sector. Both bills would be on the way to passage. That did not happen for reasons about which you and I are not going to agree.

The question is, because we owe it to the women of Ontario, how do we get out of this dilemma that politics may have caused? I am as committed as anyone can be to seeing that pay equity becomes a reality at the earliest possible time. I made a little record in the last election campaign and I promised it before I even knew I was going to be in government. I want to discharge my obligations if I can.

Mr. Gillies: If you made a record and sang pay equity to your constituents, then we must see—

Hon. Mr. Scott: No, I did not sing.

Mr. Gillies: As you noted, neither my colleague nor I are empowered to sit here with you today and negotiate a way out of the impasse, but I can restate a suggestion that our leader made in the House. You will recall the suggestion was that the provisions of Bill 105, as they apply to the government's own employees—

Hon. Mr. Scott: Could be done by regulation.

Mr. Gillies:—in our opinion, could be done by regulation. You responded in the House, and I think quite rightly, that if you had tried to do that in the first instance, you would have been subject to criticism for doing it without legislative sanction and without the will of the Legislature being expressed. I do not disagree with you. However, now that clearly and in numerous votes in committee all three parties have indicated their support for the principle of Bill 105 and for expanding it, I think you would find you could proceed by regulation.

Hon. Mr. Scott: Because of what has happened in the committee—I will not say why—if we want to get pay equity for Ontario women in the public service, we may be driven to regulation. That would be extremely unfortunate because the women in the Ontario public service, no less than the women in the broader public service and the private sector, are entitled to a statute that sets out their rights and not merely to an order in council, passed by some cabinet, that may or may not be appealable.

If there were no other choice, regulation would obviously be the way to go. Fairness would dictate it. However, our intention was to give all working women in Ontario a statute with statutory entitlements that they could enforce in a court if necessary and not a benefit given by virtue of an order in council signature. If we are

forced to it, if the Leader of the Opposition (Mr. Grossman) is saying, "That is the only way you are going to do it," we may have to do what he says to see that the women of Ontario get this.

Mr. Gillies: I do not believe our leader is saying, "That is the only way you are going to get it."

Hon. Mr. Scott: It is his suggestion.

Mr. Gillies: It is a suggestion.

Hon. Mr. Scott: It is his suggestion.

Mr. Gillies: I hope you might rather see it as an indication that there is a reservoir of goodwill and willingness on our part to see the impasse end, that being one suggestion, and there being others, and so we hope we can do that.

Hon. Mr. Scott: I take it that way because I know the personal commitment that you and the member for St. George (Ms. Fish) have to this issue. The reality is that if we are replaced as a government and a new government comes into office after an election that wants to undo pay equity in any sector, I want it to be forced to repeal an act, not to scrub an order in council. I want this in legislation if we can do it that way because that is the way you build in protection. Legislation can be repealed but it is much more difficult. I know that you and the member for St. George are committed to pay equity and I am not troubled about your attitudes.

Mr. Gillies: I appreciate that. Let us move along. I hope the discussion we are having this afternoon might be a helpful indicator to our respective House leaders that this now is being discussed for the first time anywhere and that we have to move along.

I have two questions regarding Bill 154. I would like to zero in on a couple of features of Bill 154 that were subject to criticism because they are the same kind of mechanisms that were in Bill 105. For all the disadvantages you have cited, at least you now have the advantage of being able to look at that debate and use that input for Bill 154.

First, the gender predominance feature: I wonder whether you have had an opportunity to review the concerns put forward by a number of union groups and the Equal Pay Coalition about the gender predominance feature. In Bill 105, it was the 60 and 70 per cent feature. I wonder whether you have any sympathy with the arguments made that you might be able to reach more women on a somewhat fairer basis if you scrubbed the percentages and proceeded on the basis that all women within these job categories

and within the areas we are trying to address should be able to reap the benefits of pay equity.

Hon. Mr. Scott: I am open to discuss that with the committee when we get to Bill 154, but if you are going to scrub predominance, you are going to have to replace it with something. What will you replace it with? You can replace it with a list of jobs and say, "All the following jobs will have the benefits of pay equity whether women are a majority in them or not." In the end, selecting the jobs is going to be just as arbitrary an exercise and perhaps will be less fair than applying the predominance factor. Presumably, the purpose of the exercise is to remove a discrimination against either groups or individual women. You have to determine how that discrimination has occurred. I do not understand how you can replace gender predominance without using some other test for the jobs that would be the beneficiaries of comparison.

Mr. Gillies: I appreciate the problem. The women we are talking about are a minority in terms of the overall number of women we seek to protect under the legislation. A deputant showed us a scattergraph in the committee that I believe indicated that about 10 per cent of the female employees in the narrow public service would fall between the categories that had 60 per cent plus female predominance and those that had 70 per cent plus male predominance.

I agree with you that the question is that for the lack of a percentage point within her job category, a female employee may not be able to benefit. It is difficult. We tried to wrap our minds around it. As we move towards committee consideration of Bill 154, I encourage you to see whether there might be a way to do it.

Hon. Mr. Scott: The first thing is to observe—I do not know the section number—that Bill 154 does contemplate modifying the effect of gender predominance percentages by allowing consideration, at the employer level or the Pay Equity Commission level, of such items as historical patterns and sexual stereotyping. The fact that on a given day the women's percentage is lower than 60 per cent, or whatever the threshold is for female predominance, does not mean that there will not be a gender comparison for that group if the historic pattern in that unit is female. Subsection 1(4) deals with that. I am not able to tell you whether Bill 105 had that methodology.

Dr. Todres: No.

Hon. Mr. Scott: It did not, I am told by Dr. Todres. I should be able to persuade you that the

rigours of gender predominance are modified in our Bill 154 by that section and that some of the problems you are concerned about are not going to occur.

1730

Mr. Gillies: It may not be manifested in this bill.

I have a second question. It is not often in the political arena that we ask a question because we genuinely do not know the answer, but I really do not know the answer to this. One of our concerns in Bill 105 was a disagreement in interpretation as to whether a male in a female-dominated category could complain—in the complaint phase; post the proactive phase—vis-à-vis his male counterparts in a male-dominated—

Hon. Mr. Scott: The answer under our legislation is clearly yes.

Mr. Gillies: Good.

Hon. Mr. Scott: Presumably, he is being paid the wage that is being paid to other persons in the female-dominated category and he has been as much the victim of discrimination as the women in the category have been and in precisely the same way. He is getting a wage that is less than adequate value for the work he is doing.

Mr. Gillies: I am pleased to hear that and I quite agree with you.

My third question, and I am sure you have heard some of this already, is about the time lines. I know there is a range of opinion as to how long it should take to achieve equal pay for work of equal value. It is a very open-ended question. Are you satisfied that the time lines you propose in Bill 154 will relatively expediently move to eliminate that portion of the wage gap that can be eliminated by legislation?

Hon. Mr. Scott: We chose the time lines as carefully as we could, bearing in mind a number of factors. We thought that it was desirable, appropriate and practical to go almost immediately to implementation in the broader public sector and in the over-500 category. Those are areas where the expertise and the capacity is pretty clearly in place and there is no reason why, in those units, employers should not move with a fair degree of expedition.

To do this is going to involve some physical time. Even large businesses are going to have to hire staff, do surveys of the people they have and there will be a time frame. Nothing is done instantly. Whether the time frame is six months or 12 months is a question of debate, but we said that in those two units, you move fairly directly. Two years after proclamation, you have to have

your plan in place and you have to begin making your payouts.

When you move to companies below 500, the further down you move, the more difficulty there is going to be in terms of showing business how to implement it, for a whole lot of reasons. It is not correct to say that small business is less sophisticated than large business as a rule, but it may be that in personnel matters and in personnel systems, small businesses tend to be less sophisticated because except in a most rudimentary way, they have not needed those systems to carry on their operations. They are without them and they are without the thought processes that quite often are characteristic of larger businesses. It does not often occur to a business with 12 employees to classify those employees. I managed a small business and it never occurred to me to classify my employees. The whole concept was foreign: "You have people doing jobs. What are you talking about in terms of classifying?" The further down you move in the size of business, the more difficulty there is going to be doing it and doing it right.

The selection of a sequence was predicated on the assumption that the more examples you could create, the easier it was going to be. Let us face it, by the time we get to really small businesses there will have been thousands of comparisons already made and plans filed. A small business with 12 employees is going to have a wealth of experience that the Pay Equity Commission, the women's directorate and the Minister of Industry, Trade and Technology will have access to. It will not be possible for any businessman at that stage to say, "I do not know how to do it." We will be able to say, "Look, there will hardly be a job category that has not been compared somewhere."

We think the purpose of that sequence is designed to assist business for two reasons. First, we think business is important. We want business to thrive. We want to continue to create jobs. That sector creates more jobs than any other sector in the economy. We want it to continue to maintain its competitive edge. We want it to be able to carry on business, which is its main job, and do this at the same time. We think there will be lots of examples and lots of consultants. You may have seen their ads already. That is why sequencing was picked. Whether the sequences are the right sequences and whether the time lines are the ones you would approve or whether you might have selected others is a matter for debate. It seems to me there is a real virtue in

implementing this in a practical way, and in getting it done, of sequencing it.

Mr. Gillies: In talking to small business people and their representatives, I think I hear concern about the cost of consultant services as frequently as I hear concern about the cost of implementation itself. Your point is well taken. We have to do everything we can to minimize the concerns that are being voiced by small businesses.

Hon. Mr. Scott: By the time we get down to businesses that have 15 to 20 employees, I think there will be so many models and so many comparison techniques that many employers will be able to do the job in an afternoon. The classifications will spring from their work force. They will see what the classifications are instantly. They will see the comparisons that have to be made. They will see that this classification is entitled to a comparison and that one is not. Then they will have available the tools to make the comparison, whether it is a four-point or six-point comparison they select.

I was flattered to have Ms. Gigantes say that by reading the bill she could understand what we were doing. That is important. One of the things we want to do with this bill is to tell business what to do so that it will be able to do it. We want a complaint opportunity so that anybody who desires can complain to a tribunal. But we do not want everybody to have to go to a tribunal to know what he is supposed to do. That leads to the kind of situation that exists in other jurisdictions where no one gets pay equity until he has been through a tribunal. You have 400,000 complaints and you are handling 10,000 a year. Our time lines are trivial compared to the real time lines that are created when you have only a complaint-based system.

Mr. Gillies: I have to join with Ms. Gigantes in complimenting you on the rather straightforward nature of Bill 154.

Hon. Mr. Scott: Dr. Todres has asked me to add that whether it is in the bill or not, we regard the commission as having not only an adjudicative function but also an educative function. We think one of its major functions is going to be to bring the techniques to smaller business in particular and show business how it can be done, with very little expense in implementation terms, and quickly.

1740

Mr. Gillies: I compliment you, but let us face the fact that there are business people who are implacably opposed to the concept, and that is it;

but to many of those I have talked with, Bill 154 is not particularly scary. One of my criticisms of Bill 105 was that a lot of business representatives were reading Bill 105 and thinking, "Oh my God, that is what they are going to do to us." They were afraid of Bill 105. We hope this will minimize that fear in some measure.

I have one last question. In your opening statement, you cite the wage gap of 36 per cent. One of the things that comes up periodically, and I have been wrestling with this for years, is what percentage of the wage gap we can hope to close by legislation. Over the years, I believe I have heard anywhere from about two per cent to seven or eight per cent. What are your expectations once all of the time lines have been met in Bill 154?

Hon. Mr. Scott: The answer is that we are going to know when we know; we are going to know when it is done. In some businesses where conscious or unconscious discrimination against women has been a more significant pattern and where there are large numbers of women, there are going to be bigger gaps. It is like asking, "What is this going to cost the average employer in Ontario?" There is no answer to that question. I will tell you, if you are an employer, what it will cost you after I go into your plant and take a look.

However, having said that, I believe the conventional wisdom is that it is a quarter of the gap. We might reasonably anticipate that a quarter to a half of the gap is a pay equity problem.

Mr. Gillies: The balance being inequality—

Hon. Mr. Scott: The balance is what I would call an employment equity problem.

Mr. Gillies: Training, inequality of opportunity, child care, etc.?

Hon. Mr. Scott: Yes.

Mr. Gillies: I hope you are right. A half is high compared to just about any estimate I have heard. But there is nothing wrong with optimism, I guess.

Hon. Mr. Scott: The people who like pay equity tend to focus on its major remedial effect. The people who do not like pay equity say, "The effect is going to be so modest that it is not worth doing." You can get some sense by looking at other jurisdictions. Take the city of Toronto, where the implementation of pay equity—not the same model perhaps—has significantly reduced the wage gap; it is in the 80s now in the city of Toronto. That is a case where I believe you can say pay equity represented 50 per cent or more of the gap.

Mr. Gillies: Thank you.

The Acting Chairman (Mr. Offer): Ms. Fish, I know you are next on—

Ms. Fish: I am going to anticipate you, Mr. Chairman. I know I am next on the list, but we are four minutes away from 5:45 p.m., which is when we thought we might at least have a preliminary discussion on organizing our work. I will defer—

The Acting Chairman: Are you content to discuss the—

Ms. Fish: I was going to suggest that I yield to Ms. Gigantes. She has some specific questions to put. We have had a preliminary chat outside the forum of the committee and we are close to agreement on what we would like to discuss next day, which would be helpful for you, minister, and your staff. Maybe we could move to that quickly and then if there is additional time, we can carry on.

Ms. Gigantes: With the co-operation of other committee members, I would like to propose—and this has to do with an unfortunate necessity on my part to be back in Ottawa for an evening meeting—that I raise some questions at the beginning of our session on Thursday, which I would hope would begin at 3:30, and perhaps take up three quarters of an hour to deal with a few specific items.

The first item would be government policy looking towards benefits for part-time workers and what directions that is going to take and when. The second item would relate to the initiatives in the area of violence in the family and the related questions around transition house programs. The third item would be a discussion of when we can expect some changes in employment standards for domestic workers. I think those might take three quarters of an hour.

If I could add one item, which I would not expect to have discussion on in that time period, it would be to ask the minister to take a look at submissions from the Multicultural Women's Centre in Ottawa-Carleton, which is connected with the Ottawa Carleton Immigrant Services Organization. They have had correspondence recently with the Minister of Skills Development (Mr. Sorbara) with respect to the situation as it affects Westend Machining and its inability to get Skills Development funding, the situation that affects Times Change and its inability to get Skills Development money and, lastly, the application by the Glebe Parents Day Care Centre of Ottawa, which is also looking for Skills Development money.

All these groups, which are kind of cutting-edge groups in terms of the development of women's employment initiatives, particularly for low-income, unskilled women, have not been able to make connections through the programs at the Ministry of Skills Development. I find it very worrisome that groups that have undertaken pretty startling and successful initiatives have not been able to get a fit so that they can get support through existing programs.

I would like some kind of report or an overview of that problem. There have been extensive discussions of that problem in Skills Development estimates, but I would like some kind of response from this minister about what he feels might be done to try to smooth out this connection and make a connection where there is none.

The Acting Chairman: Just for clarification, I believe there were four general areas—

Ms. Gigantes: Three.

The Acting Chairman: Three plus one item.

Ms. Gigantes: I would hope either very briefly on Thursday or perhaps later—I do not care about the timing on it—

The Acting Chairman: That would take approximately 45 minutes, although it is not cast in stone.

Ms. Gigantes: Yes.

The Acting Chairman: Is there any agreement between committee members as to what would proceed subsequent to that 45-minute opening?

Ms. Fish: I think there is, with this caveat. The questions of part-time benefits, transition houses and domestic workers were also on the list of things I had indicated I wanted to discuss. Therefore, while it is absolutely appropriate that we canvass those issues in the limited period of time that Ms. Gigantes will be able to be with us on Thursday, it might be that I would want to continue the discussion in some of those areas beyond the 45 minutes. I do not want our agreement to be that we are never going to return to those issues after the point at which Ms. Gigantes has to leave.

The Acting Chairman: I think we understand it is not cast in stone. What we are trying to do is just get some general direction—

Ms. Fish: Just so there is some sense of what the committee anticipates; that is all. That order and that list are acceptable to us. I would then like to move to women's health issues, the issues of birth control, abortion and fertility, and from

there to the related question of occupational health issues in relation to women's health, and finally, if there is the opportunity to return to it, child care policy as part of employment equity issues and initiatives. I think that more than fairly gives us a list of topics to deal with in the three or so hours we have remaining.

Ms. Gigantes: That will leave us about an hour on Monday.

The Acting Chairman: It appears that at the end of today we will have approximately two hours and 52 minutes remaining. If we can assume we will start Thursday at approximately 3:30 p.m., it will allow us a carryover to Monday of approximately 22 minutes.

Ms. Gigantes: I do not know how we can have run up that much time, because we have had two days at two and a half-hours each.

Hon. Mr. Scott: It is just the fun of it. How time flies when you are having fun.

Ms. Gigantes: Yes, right.

The Acting Chairman: That was indicated to me by the clerk.

Ms. Gigantes: I think the clerk has been timing us as starting at 3:30, and we have not done it once.

Ms. Fish: Not on the course of time, but it is clicking down on estimates. This is exactly what I did not want to see. We have got estimates for substance, not for procedural wrangles. We have agreement in the committee on what we are to deal with on Thursday. Ms. Gigantes, did you want to proceed on some questions of substance for the remaining 10 minutes today?

Ms. Gigantes: I am quite happy to start in on my list if the minister feels prepared to get into it. I do not know if he does.

Ms. Fish: What is your preference, minister?

Hon. Mr. Scott: I do not care.

Ms. Fish: We can start on that today or we can round out our remaining time.

Hon. Mr. Scott: We would really be better off if we began on Thursday.

Ms. Fish: As a suggestion, why do we not adjourn now? That is likely to round out the hours we are going to have.

The Acting Chairman: If we adjourn now, we will get just an extra 10 minutes. Ms. Gigantes, for the clarification of the clerk, can you please restate the first issue you wish to discuss?

Ms. Gigantes: The benefits for part-time workers.

The Acting Chairman: Thank you. We will now adjourn until approximately 3:30 p.m. on Thursday.

The committee adjourned at 5:52 p.m.

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General
Publication

No. S-47

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office Responsible for Women's Issues

Second Session, 33rd Parliament

Thursday, January 15, 1987

Speaker: Honourable H. A. Edighoffer

Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, January 15, 1987

The committee met at 3:41 p.m. in committee room 1.

ESTIMATES, OFFICE RESPONSIBLE FOR WOMEN'S ISSUES (continued)

Mr. Chairman: We will proceed with the estimates of the Office Responsible for Women's Issues. How much time do we have left?

Clerk of the Committee: Three hours and two minutes.

Mr. Chairman: There are three hours and two minutes remaining in the estimates. Not having had the good fortune of being here, although I tried to read as much of the Hansard as possible before I came in, I am not exactly aware of where we left off. Perhaps somebody can guide me.

Hon. Mr. Scott: If this is any help, at the last meeting I undertook to give some answers, which I am now able to do, and the critics for your party and the Conservative Party agreed on four subjects they would like to deal with this afternoon. Have I got that right? However, the critic for the Conservative Party is not here.

Mr. Andrewes: I am acting in her place.

Hon. Mr. Scott: Let us get ahead with it, then, as long as you are here.

Mr. Chairman: I ask the critics, is there interest in hearing the answers to the questions before you go into the four topics, or do you want to move to the topics?

Hon. Mr. Scott: I can give the answers in the form of handouts. The first question, raised by the member for Ottawa Centre (Ms. Gigantes), was about how the gross figures we had for the various categories in the pay equity structured payouts were arrived at. We gave her a general description and we can now give a more detailed description by handout.

The second question, from the member for St. George (Ms. Fish), was about how the total sums for the employment equity incentive fund for the broader public sector were divided among the Ministry of Education, the Ministry of Municipal Affairs, the Ministry of Health and the Ministry of Colleges and Universities. Dr. Todres can hand that out to you.

Mr. Chairman: The clerk will be glad to assist.

Ms. Gigantes, I gather you selected four topics you would like to deal with. I know you have to leave early today, so why not put you on immediately to kick things off?

Ms. Gigantes: I indicated to the committee that I hoped we would be able to touch at least briefly on the questions of benefits for part-time workers, what is happening in the area of initiatives concerned with violence in the family and transition house initiatives. I also want to find out the state of progress towards providing full employment rights for domestic workers. Perhaps the minister has had time to prepare an outline on these matters.

Hon. Mr. Scott: The honourable member is aware of those portions of the Employment Standards Act that apply to part-time workers. I take it the question is, when are the other parts of the Employment Standards Act or other benefits going to be assured to part-time workers?

Ms. Gigantes: Right.

Hon. Mr. Scott: The Donner commission, which has been appointed, is dealing with some issues of benefit in the sense that it is dealing with hours of work and overtime. Upon the answers to some of those questions, the extent to which extra part-time benefits should be made available will arise, though the Donner commission itself is not explicitly dealing with the question you raise. The response of the Ministry of Labour that we are aware of is that the general issue is on the list and when the Donner commission report is available and decisions are made about that, it will be time to turn aggressively to the question you raise.

Ms. Gigantes: Can you give a projected date for receipt of that report?

Hon. Mr. Scott: I am afraid I cannot. I did not ask about that. I can try to find it out for you for next day.

Ms. Gigantes: If that is all the minister has to say on that subject, I will ask whether we can turn to the question of violence against women; in particular, initiatives against violence in the family and provisions for transition house services for women who have been victims of violence in the family.

Hon. Mr. Scott: The program is a large one and I am not quite sure what part of it—

Ms. Gigantes: First, I would like to know why there is not yet a follow-up on some of the key recommendations of the Low report that was done concerning transition houses in Ontario. That report was in the spring of this past year, and one of the key recommendations was that funding for transition houses should now be done as a program. It should be provided stable funding. It should no longer be considered an initiative, which suggested it was going to be temporary. It seems that we have a long way to go to get rid of having to provide services for people who are victims of family violence.

I would like to know why even the latest statements that the Attorney General and the Minister of Community and Social Services (Mr. Sweeney) provided, which go back to the fall, still talk about initiatives. In fact, the people who are working in the field know that there is not enough funding, that the funding is not stable and that the service is too thin. It is quite commonplace for transition houses to report that they get requests from four times as many women who are in a violent family situation as they can fill.

Why do we not have anything that seems firm in this area, and why are we not providing more services when they are clearly indicated?

Hon. Mr. Scott: The provision of transition houses, in relation to the wide variety of social services that any government provides, is a relatively recent initiative. I do not say that to demean it, because I think it is important; but it is a relatively recent initiative, and you are right to say—in part because it is recent, in part because we have just come through a serious inflation period—that there is coverage in the province that no one would regard as adequate. The latest information is that about 1,150 beds in the province are made available through transition houses. The formulas and the arrangements by which they are funded are typical formulas for programs that have not yet achieved the kind of broad reach that is desirable. One of the issues for any government is not only to stabilize the funding but also to extend its reach, and that is one of the things we have been trying to do.

The Ministry of Community and Social Services, which is dealing with the report to which you referred and which provides the funding for these programs—I do not have any money—is looking at the recommendations of that report. Frankly, my own point of view is that, in view of the really heavy demands and really heavy usage, it probably should be a priority to get more spaces out there rather than to

address initially the question of how they are funded.

I recognize the inadequacies. I go out to communities where some municipal support and initiative is necessary and I see the difficulty and exasperation that people have. However, what we need first is to maximize spaces. “Maximize” is the wrong word, because that means turning the ones you have into more. What I mean is to get more.

1550

Ms. Gigantes: Given that the current transition houses, which are providing 1,150 beds, according to the minister’s reckoning, do not have stable funding and people have to run around worrying about their funding each and every year and try to figure out how to reckon their costs against a per diem stabilization fund tied to occupancy and purchase of counselling that is tied to beds, it seems to me fundamental if you are going to extend what is still called, in governmental terms, an initiative, that it needs to be a program; and the Low report clearly indicated that it needs to be an ongoing program and a program with more depth in terms of the services available to transition houses. What he is saying is that in the existing system—it is not even called a system yet; it is not even called a program; it is still treated like an initiative with these little programatic kinds of ways of getting funding—we should look first to extending the number of transition houses.

May I suggest to the minister that both things need to be done, quite obviously. Since you are the minister responsible for women’s issues, who has spoken a great deal on the subject of family violence and put a great deal of public relations time into—

Hon. Mr. Scott: You always make me feel like such a reprobate when you put it to me like this.

Ms. Gigantes: —letting the public know that the new government has this whole area close to its heart and is ready to spend vast amounts more money, I do not see the kind of answer we have had as a very satisfactory answer.

Hon. Mr. Scott: I do not anticipate for a moment that I could satisfy you.

Ms. Gigantes: You might be able to. A little more effort might do it.

Hon. Mr. Scott: No; my experience does not indicate that there is any practical prospect of that whatever.

What I mean when I speak of the instability of funding is the fact that under the present

arrangements, which were created when the program was really an initiative, the funding was in part dependent on municipal sources. It was the municipal contribution that had to be engineered to get the project off the ground before the per diems came in and began to fund the thing. That produces instability because when you have a new election in the municipal council, you get some people elected who do not believe in transition houses, and then the thing begins to atrophy; or the pressures on the municipal government to put its money into some other project create an instability for the people who are trying to run the transition house. That is one major kind of instability out there. The other, I presume, is the level of the per diems.

All I am saying is that we have to address that. But for my part, bearing in mind the limitation of resources, I am prepared to take as many municipal bucks as I can get into this program. I prefer to direct my primary attention to getting more municipalities into it, to extending the number of beds, and addressing the stability of funding, which requires it seems to me total provincial funding in the end, as the next stage.

Mr. Chairman: I know the member would not want me to ask a supplementary on this.

Ms. Gigantes: You can go right ahead.

Mr. Chairman: I have two questions. How many new beds out of the 1,150 have actually come as a result of the new Liberal government and were not in process before that time?

Hon. Mr. Scott: I think there have been 25 in the last six or eight months.

Mr. Chairman: My sense is that this is not a large commitment to a major expansion of the stock.

The other thing I would raise with you is that the notion of this being an initiative is true in respect of some of the new money that came in, but the concept of it was that this would fall under the General Welfare Assistance Act, like the longtime male transition homes, if you will, that we have around Ontario. That is the problem with the system. Even though there is a new report that suggests financing, I remind you I am going to ask you for your comments about the 1982 report by this committee, which was signed by Sheila Copps, Mr. Boudria and others who have moved on to other places—

Hon. Mr. Scott: Who are they?

Mr. Andrewes: The rat pack.

Mr. Chairman:—as well as some who are still here in your midst. All requested, a unanimous decision of this committee, that there should be

special legislation for transition homes and a special funding formula for them. It is not a new idea; it is something that has had a long time to be dealt with, and I still wonder why it has not been.

Hon. Mr. Scott: I can tell you that the Minister of Community and Social Services is aware of these concerns, hears about them and has to make priority judgements, and the result of those judgements is what you see adopted by our government. Frankly, while you may not regard the growth in the total number of beds over the past six or eight months as significant, we have kept those transition houses in operation. New beds are not the whole thing. The other part of it is maintaining the beds that are there. We have had fairly extensive programs that are preventive in nature and we have not done badly.

There is an awful lot to be done. You do not go into a ministry such as this, which has begun only in the past couple of years to focus on some really fundamental social problems, and say: "We have done everything. There is nothing left to do. I will just move on to some other ministry because we seem to be finished." We have hardly begun. There is a major task to be done. I do not try to escape that. It would not be worth while to be in this job if it were all finished.

Ms. Gigantes: Of the total amount allocated for the women's directorate in the 1985-86 estimates, I see an amount of \$901,000 tagged as "Increase to initiate co-ordinated services related to family violence." Can you give us a breakdown on the elements of that?

Hon. Mr. Scott: Yes, I think I can. I can also tell you that that is the public education program, which is the part of the budget for family violence that would fall within the directorate.

Ms. Gigantes: Can you tell me what is involved in that education program?

Hon. Mr. Scott: Perhaps Dr. Todres can. The transition houses and the actual purchase of services is, as you understand, not part of this budget at all.

Ms. Gigantes: I understand that.

Hon. Mr. Scott: Can we break down that \$901,000, Dr. Todres?

Dr. Todres: I will ask Vicki Trerise.

In general, the responsibilities for the directorate in the area of family violence were to work closely with the 13 ministries involved in the direct delivery of programs and services to the victims of family violence. That entailed identifying where new sources of funding were.

I might add that these were all increments to the base funding of line ministries. Thus, while

we use the term "initiatives," they are not to be seen as temporary, one-term projects but rather as substantial amounts of money, in the sums for 1986-87, for this estimates process review, over \$5.5 million. That was presented in the context of a five-year program for cabinet's consideration to look ultimately not at Band-Aids in the form of additional shelters, necessary though they are, but rather at the kinds of strategies that are required to reduce the presence of family violence in our society: questions of affordable housing and local education that has to occur not only with health care professionals but also with those who come into direct contact.

Of the \$900,000, a great bulk would be directed to the major public education campaign, which is our line responsibility, and some sums of money for research activities on such topics as what is the most effective method of dealing with male batterers, a subject on which the social-work community has not derived a consensus yet. Thus, necessary though the programs are, it is not clear precisely what needs to be done in the area of preventive counselling and the treatment modalities for the very clients for whom we are having concern.

That is general. If you require more detail, I will ask my specialist to provide it for you.

1600

Ms. Gigantes: In particular, I wonder whether we could have, through you, a budgetary breakdown for each of the items announced in the family violence prevention press conference back in the fall at which this minister and the Minister of Community and Social Services presided.

Hon. Mr. Scott: I can give you a sheet. Do you want the sheet or do you want me to read it for the record?

Ms. Gigantes: How about both? Can we get copies for everyone?

Mr. Chairman: I can get copies made, if you like.

Ms. Gigantes: I would like to have them read into the record.

Hon. Mr. Scott: We cannot do both at the same time.

Ms. Gigantes: If you read them in, at least we can make some notes and ask questions while they are being copied.

Hon. Mr. Scott: All right.

Ms. Gigantes: It might have been nice if you had brought copies.

Hon. Mr. Scott: Sorry.

A. Enforcement initiatives: Ministries of Attorney General, Solicitor General and Correctional Services, \$1.3 million.

B. Prevention/education programs: Public and professional education and school programs, Ministry of Community and Social Services, Ontario women's directorate, Health and Education, \$600,000; programs for culturally distinct communities, immigrant, northern native, Citizenship and Culture, Northern Development and Mines, \$500,000; program evaluation and coordination, OWD, \$100,000.

C. Family-focused support services, community-based preventive counselling, \$1 million; shelter-based programs, child support, shelter services and new shelters, Ministry of Community and Social Services, \$1.9 million.

Ms. Gigantes: Do the new shelters all come out of that?

Hon. Mr. Scott: Yes.

Ms. Gigantes: Any new shelters will come out of the \$1.9 million for this fiscal year.

Hon. Mr. Scott: Yes.

Ms. Gigantes: Along with the new initiatives in the shelter program, if you can call it a program, what else is included in that \$1.9 million?

Hon. Mr. Scott: The child support, but that service is going to be provided in the shelters.

Ms. Gigantes: How much will that be?

Hon. Mr. Scott: I do not have the breakdown of that, but I will see if I can find out. The child support component is \$1.1 million.

Ms. Gigantes: So there will be \$800,000 left over for new shelters, or is there some other charge on that \$800,000?

Interjection.

Mr. Chairman: Could you go to a microphone and identify yourself?

Hon. Mr. Scott: Why do you not come up here as if you were going to be a witness?

Ms. Trerise: My name is Vicki Trerise. I am the provincial co-ordinator of family violence initiatives for the women's directorate.

Of the remaining \$800,000 that went to shelter-based programs, \$550,000 was what is being called shelter-based support services. Some of that went to make marginal improvements in the funding for shelters experiencing particular difficulties and some went to develop pilot outreach programs and second-stage housing. That was a last quarter of a fiscal year amount, and it was not large enough to do an

overall program. The money for new shelters totalled \$257,000, which was enough to start two new shelters and also to provide some small capital grants to shelters that needed renovations.

Ms. Gigantes: What is planned by way of new shelters for 1987-88?

Ms. Trerise: The allocation process for 1987-88 is not yet complete. I understand that the projection of the Ministry of Community and Social Services is that two new shelters are needed in 1987-88.

Ms. Gigantes: If I could, I would like to receive through this minister—I do not know who else to ask for it—a budgetary breakdown related to each of the program description items contained in the attachment that was distributed at the press conference in September. We have an outline of programs and identification of which ministry they come under, but we do not have an indication of the budgetary amounts.

Mr. Chairman: You want the same kind of thing we just had for this one item for the other items that were listed.

Ms. Gigantes: Yes. I also have some confusion in understanding what we have just been told by the co-ordinator. As I understand it, the new shelters that may be approved by the Ministry of Community and Social Services will not come out of the budgetary allocations we are looking at now. Is that right?

Ms. Trerise: That is right.

Hon. Mr. Scott: I am not sure I can get the information you want with respect to the other ministries. I will try to do that and report to you.

Ms. Gigantes: Do you remember this topic?

Hon. Mr. Scott: Yes.

Ms. Gigantes: Why would you not be able to get it?

Hon. Mr. Scott: As you will also remember, the announcement at the press conference was made by a number of ministries, 11 or 12 in total, about proposals they had within their own ministries to implement programs or initiatives that were related to family violence. I do not run those programs.

Ms. Gigantes: But you can ask them how much they are spending on them, as the minister responsible for women's issues.

Hon. Mr. Scott: The point I am trying to make to you is that I can ask, and I said I would, but I cannot undertake to provide that information because I do not have it. I will make the inquiry.

Ms. Gigantes: I hope you will, because you were a minister who stood in front of the media and told people in Ontario—

Hon. Mr. Scott: I was one of a number of ministers.

Ms. Gigantes: One of a number, one of the key ministers, as the minister responsible for women's issues. You said the amount to be spent in this package was \$5.4 million.

Hon. Mr. Scott: I can certainly get you a detailed breakdown, planned and actual, of the proportion of that item that is attributable to or was contributed by the Attorney General's department, for example; I have access to that and I will get it for you. I will do my best on the other 11 or 12 ministries.

Ms. Gigantes: I do not understand why the minister responsible for women's issues should not be able to ask his cabinet colleagues who have undertaken to carry out programs directed to assistance and support for battered women how much money they are spending on what.

Hon. Mr. Scott: I said I would. I said I did not think I could compel the answers. They may take the position that is a matter for their estimates, but I will ask. I cannot do more than that.

Ms. Gigantes: I find that quite extraordinary.

I know you spent only a short time as the minister responsible for the Ministry of the Solicitor General—

Hon. Mr. Scott: I am not welcome to return to make inquiries of the type I think you are going to ask me to do.

Ms. Gigantes: Let me turn my attention then to two programs identified as being the responsibility of the Attorney General.

One is the enforcement initiative directed towards crown prosecutions and involving domestic assault prosecutors. I note in the description of the program's purpose we were given in September, one of the major goals of the program is to implement a system whereby a victim of wife assault will have an interview with the crown within three weeks of the charge being laid. I found it quite extraordinary that a person who is a victim of assault in the family would now have to wait longer than three weeks and that one had to have a program to try to guarantee an earlier interview.

Hon. Mr. Scott: Perhaps you misunderstand. In the normal crown prosecution system it would be unusual for the crown attorney who is going to prosecute the case to interview any witnesses until just before the trial. Depending on when the trial date is set, that might be six months, eight

months or a year following the laying of the charge.

The crown attorney's traditional function is not to prepare the witness or to interview the witness or to obtain a statement of facts from the witness. That is a police function. The crown attorney's function is to interview the witness immediately before trial, to go over the questions he proposes to ask the witness.

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We have found, and I am sure you can give more examples, particularly in violence cases that is not satisfactory. There must be and should be, and it works well when there is, a much earlier contact between either the violence co-ordinator or, if possible, the actual crown attorney who is going to prosecute the case. In that way, an understanding of the dimensions of the prosecution can be obtained and the nature of the questions to which the witness will be exposed, about which they are often very sensitive, can be developed.

That is one of the key things of this program. Ideally, we would want to do that with every kind of prosecution in the province but we simply could not. One of the key parts of this program is to see if we can build in that capacity in this kind of case, so that the victim, the principal witness, gets that kind of contact with the crown law office at an early stage, before the case is adjourned, before the preliminary inquiry and so on.

Ms. Gigantes: Before the victim refuses to testify?

Hon. Mr. Scott: I hope so, yes.

Ms. Gigantes: Do you think three weeks is a short enough time?

Hon. Mr. Scott: One of the problems with the whole process from a criminal law perspective is the division of labour upon which it is based. The investigation and the statement taking are not done by lawyers. They play no part in that and never have done, except in cases of the very gravest legal complexity, when the police are not competent to do it because they do not have the training.

That division of labour is one that, by and large, has worked reasonably well in the court system and has been economic and in the public interest. We could not afford to have crown attorneys doing this kind of upfront consulting with witnesses.

Ms. Gigantes: But we understand why the nature of these cases makes them very different.

Hon. Mr. Scott: Right. That is why we are undertaking this program, which represents a fundamental change in the way crown attorneys' work load has been developed. It is a major commitment. It means you have to take crown attorneys off the other stuff they do and set up a system so the assignments and the contact between the crown and the victim can be made early in the cases.

Ms. Gigantes: I suggest three weeks may not be early enough. We are dealing with a very special case where the victim is also somebody who is, in a sense, in a situation of blackmail. In an emotional and financial sense, very often there is a total dependence of the victim on the assaulter.

Hon. Mr. Scott: I understand the difficulty. Part of the program, as you know, is to try to build in the same sensitivities at the police level. I suppose the question is the extent to which you are prepared to expand the crown attorney system.

For example, if we decided, and I am not suggesting we would, it was important for victims in assault cases to have an early interview with the judge, that would be unheard of just as this is unheard of, but it might turn out to be desirable. We would probably need twice as many judges as we have in the province to achieve that result, because the earliness of the interview is not only a function of handing out appointments, it is a function of being readily available at the time or very near the time the offence is committed. You have to have a staff of people who are available to do these interviews.

If your theory was that these interviews between the crown and the witness should be within a week, let us say, the first thing you would recognize is that we can arrange an interview between the crown attorney and the witness within a week, but it will probably not be the crown attorney who is prosecuting the case, so there is no point in doing it. Second, if it is the crown attorney who is prosecuting the case, you will have to reduce his work load very significantly.

Ms. Gigantes: Could we move to a related question? One of the other programs that was announced in the September package was a program through the Ministry of the Solicitor General whose purpose reads as follows:

"The objective is to acquire the necessary human and technological capacity to analyse collected and incoming hard-copy data from all police forces and detachments on the specific crime of wife assault." I understand from my

own home town that is not happening. "This initiative will provide the wherewithal to indicate not only the current wife assault occurrences but also the progress of the"—

Hon. Mr. Scott: I am sorry, I cannot follow you and I am not quite clear what you are reading from.

Ms. Gigantes: I am reading from the package that you and the other ministers delivered to the public in September. It is a Ministry of the Solicitor General initiative or program that is supposed to analyse police statistics and encourage police forces to keep better stats on wife assault, what happens in wife assault and so on. Does the Ministry of the Attorney General collect any court information about how many charges are laid and then withdrawn because a victim becomes an unwilling witness?

Hon. Mr. Scott: Perhaps Ms. Trerise can answer that. I have an answer, but it may not be as accurate as hers.

Ms. Trerise: That information is included in the new statistics that are being collected. It is being done through the Ministry of the Solicitor General, but it includes court, with trial disposition, etc.

Hon. Mr. Scott: But this is new information, is it not?

Ms. Trerise: Yes.

Hon. Mr. Scott: Very shortly after I came in, someone asked me, "Can you get us information from your courts about the number of sexual assault charges laid and a breakout of the disposition with some kind of totals?" We could get the first but we could not get the subsequent information, the breakout, without going to the actual courtroom daily dockets and flipping through the information.

I take it that one of the efforts here is to ensure that will not happen in the future.

Ms. Trerise: Yes.

Mr. Chairman: That was also a recommendation in 1982.

Hon. Mr. Scott: Now we are getting it.

Ms. Gigantes: Will that program include such things as having police forces set up systems they may not now have, which would require automatic reporting of incidents in which no charges are laid; for example, when they are called to a home because of some crisis occurring but they do not lay a charge? Do you know whether it will incorporate that kind of information?

Ms. Trerise: It will incorporate information where an occurrence report is filed but no charges are laid.

Ms. Gigantes: Yes, but when there is no occurrence?

Ms. Trerise: The way the form exists at present it does not cover that, but I believe that is a matter that is under discussion within the Ministry of the Solicitor General as to what additional information should be gathered.

Hon. Mr. Scott: I do not think it is inaccurate to say that if there were a call for the police to go to a house about a family assault and they went, even if there was no evidence to lay a charge, that would none the less produce an occurrence report.

Ms. Gigantes: No, that is not true.

Hon. Mr. Scott: Is that not so?

Ms. Gigantes: No, it is not happening in Ottawa. I am going to have to leave and I thank you very much.

Hon. Mr. Scott: Thank you. Will we see you at the opening of the Ottawa courthouse?

Ms. Gigantes: No, you will not.

Hon. Mr. Scott: It is right in your riding. I was going to introduce you to the crowd.

Ms. Gigantes: I will leave that in your hands.

Mr. Chairman: Mr. Davis had a supplementary to something you raised earlier, Ms. Gigantes, that he held when he realized you were leaving. We will move to that before we move to Ms. Fish's line of questioning.

Mr. Davis: I want to make a comment in response to the minister responsible for women's issues today with respect to shelter accommodations for battered women. On the day of Christmas Eve a young lady who was a battered wife came to my constituency office seeking immediate accommodation for herself and her young child. We phoned several shelter centres in the Metropolitan Toronto area, including the one in Scarborough, and there was no space available. Even though she had been put on a priority list, there was no place for her that day. Fortunately, there was a friend somewhere else in the city whom her husband did not know about and she was able to find accommodation. Unfortunately, we have had to place her back in a home environment with her mother. I guess it is only a matter of time before her husband finds where she is.

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My concern is that although you have announced an initiative of \$5 million for that whole

program, and although, as I understand it, you will move again shortly to announce your "Break the Silence" program to encourage women who are battered to come forward for assistance, when they do there is no space for them.

Hon. Mr. Scott: What did you do to find space for her when she came in?

Mr. Davis: We made phone calls to the shelters we were aware of.

Hon. Mr. Scott: This may be our fault because we may not have communicated the information as effectively as we should. One of the difficulties, as you undoubtedly found out and as many others have found out, is that you phone as many shelters as you can think of, but you may or may not know of all the shelters. You get out some pamphlet or the telephone book or whatever you can. You can phone the hotline. There now is a centralized system that will get you guaranteed greater coverage. I am not saying it will produce a spot for you in every case but it should remove the difficulty that every member or social worker confronted by this situation has, that he or she might miss one.

Mr. Davis: The first place we phoned, which was the shelter centre in Scarborough, did that for us.

Hon. Mr. Scott: That is why I asked what you did. If you had said you had phoned the hotline, I would not have given you this lecture.

Mr. Davis: I am sure you would have given it to me anyway. We also made some phone calls on our own to see whether there was some way we could expedite it.

Hon. Mr. Scott: There was no point in doing that if you phoned the hotline. It was very good of you to do it but that is what the crisis line is for; it is to help with that.

Mr. Davis: I believe it is inappropriate for your government to ask women to "Break the Silence" when there is no space and I would like to comment on that. We called the shelter centre in our area and asked what its waiting list was. There is a tremendous waiting list for women seeking accommodation so they can get out of their situation. There are two types of people on the waiting list. There are individuals who have phoned the shelter centre and have no means of being communicated with again. They have gone back into their situation or there are no phone numbers to follow up. There is no appropriate mechanism so that they can obtain information or contact those women. The question we asked the shelter home was if there were a number of spaces available today and we had all the spaces

wanted, how many women have they on a waiting list whom they would immediately place in the accommodation? There are 125 women.

Hon. Mr. Scott: Mr. Davis, if you will forgive me for saying so, I got into politics a year and a half ago because this was going on. We have not come near to solving the problems. We are just dealing with the tip of the iceberg in terms of need and resources. That is why a lot of us got into politics. These problems exist and we thought they were not being addressed at an appropriate rate.

You are perfectly free to say, as you apparently are doing, that I am worse than those who went before me and you may be entirely right. The electorate will judge that. Sitting next to the chairman here, what I am saying is that we do not have to spend much time talking about housing needs and the needs of the homeless in this community, of which this group is a component part. They want to move from where they are to some situation where they are safe and where they can begin to work and look after their families. It is housing of all types, whether it be short-term such as transition houses, medium-term or long-term that is a critical community problem in Metropolitan Toronto. It did not just arise during the past year.

Mr. Davis: Minister, you certainly do have to answer some questions from the public for two reasons. First, it was your government that embarked on the "Break the Silence" program.

Hon. Mr. Scott: Let me answer that question.

Mr. Davis: Just a minute. It was your government who asked women to break the silence.

Hon. Mr. Scott: Yes.

Mr. Davis: You put women in this province in double jeopardy when they make a phone call to the hotline or to the local shelter and say, "I need help." Currently, for many women in the province what happens is that they receive counselling and are told, "I am sorry, we have no accommodation and you will have to wait." That woman now lives in double fear. First, she has already broken the silence. Second, if her husband comes home and finds she has made that contact, she could suffer worse beatings than she had before.

Hon. Mr. Scott: I think that is why your government—

Mr. Davis: Do not worry about my government; you have been in power for 18 months.

Hon. Mr. Scott: All right.

Mr. Davis: You have expended \$5 million for a program, but you have not created new shelters.

Hon. Mr. Scott: Yes, we have.

Mr. Davis: There are all kinds of opportunities to create shelters in this province. For example, what happens when we have a tremendous crisis? Why can there not be some place such as a hotel room where they can go for the night until something can be done rather than place them back in the situation they are trying to escape from? I think, minister, you have a responsibility to do something about accommodation.

Hon. Mr. Scott: Mr. Davis, I will not repeat what I said, but I will make one observation. The point is made that it is improper to run a campaign such as "Break the Silence" until all the needs of women can be met. Do not think I did not consider that. I rejected that view. I think it is right to alert women in their homes of their rights and of their legal position even if the resources the community has made available are not complete.

When we ran the "Break the Silence" campaign, the member for Ottawa Centre (Ms. Gigantes), who is no neophyte in approaching these important issues, raised with us the question, "What happens if your campaign is so successful that you cannot meet the needs the campaign itself generates?" Alert to that very real danger, during the period of the campaign we geared up a whole lot of hotel accommodation. It turned out it was not needed. We had in the province the resources to meet the need the campaign brought out, but that was a legitimate concern.

However, to say that you do not run a campaign to alert women to their legal position because you cannot respond to their needs is just mid-Victorian. These women are entitled to make judgements. They are entitled to know the position in law that they are in. They are practical. They know better than almost anybody the risks they run, the handicaps they are exposed to and the pressures they are under. To say that we should not alert them to their rights in 1986 is something I cannot accept. Interestingly enough, neither could Bob Welch, who knew a lot about this and was the first to start this campaign when there were fewer shelters than there are now.

Mr. Davis: I did not say that and you know I did not say it. May I ask you a question?

Hon. Mr. Scott: Sure.

Mr. Davis: Is the hotel accommodation still available?

Hon. Mr. Scott: It is in Metro Toronto.

Mr. Davis: Then why are we told by various shelters across Metro that it is not available?

Hon. Mr. Scott: I do not know. You will have to give me the name of the shelter that told you that and I will try to find out.

Mr. Chairman: As far as I know, they are still open. I referred one recently.

Mr. Davis: Okay.

Hon. Mr. Scott: Now what do you say?

Mr. Chairman: It may have been that the shelter is giving different information.

Hon. Mr. Scott: Sure. If you have the name of a shelter that is giving you or your constituents information that is not accurate, I would like to know that so we can make sure the right information is available. Sometimes these things are misunderstood. Sometimes we do not communicate effectively.

Mr. Davis: That will help us.

Hon. Mr. Scott: If you will do that, I would be very grateful.

Mr. Chairman: Can I ask a supplementary on this? It does not have to do with "Break the Silence," but with the number of shelters. Can you give us a breakdown?

Hon. Mr. Scott: Of where they are?

Mr. Chairman: No, I know where most of them are and I even know the answer to the question, but I think it is important to get it down in terms of the notion of adequacy. It is the number of shelters created since 1982 to bring us up to the total—we have 1,150—and especially those that have been made by Liberal government decision in the last 18 months. My guess is that very few have actually been created as a result of decisions made by this government in the past 18 months. You picked up a lot that were promised at the tail end of the Tory dynasty, but you will not find many more than about 50 new spaces. There have been 25 in the past six months. In the past 18 months, there might have been an additional house or two. I cannot recall. It does not seem to me that it is a move in the direction of adequacy if you are saying that is the priority now.

Hon. Mr. Scott: I do not sit here pretending that the service is adequate. Most of the services we have lived with in this province for 35 years do not meet the standard of adequacy you and I have in mind, whether it be the services of the Ministry of Colleges and Universities or those of

the Ministry of Housing. We are here to try to respond to some of those problems. This issue is one of them.

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We can try to get you the breakout of what we have done. What we have done comes down to two items, our financing of the commitment to transition housing that the previous government made but never performed because it went out, and our own initiatives. We will try to get you that for next day.

Mr. Chairman: There was an exponential growth in 1983-84. Since that announcement, the spaces have not been developed. I agree with you that we are not going to move towards adequacy in this in the short run. I hate to do this, but to go back to the commitment of the Premier (Mr. Peterson) during the last election campaign, in Thunder Bay he made a specific commitment to the production of new spaces and the development of a new act. We have not seen that.

Hon. Mr. Scott: I have a note of what you said, Mr. Chairman.

Mr. Chairman: I would also like to ask a question around the package in September, which has fascinated me. Is that all right with you, Ms. Fish?

Ms. Fish: Yes.

Mr. Chairman: We can then move on to the issues you wish to deal with. My question is with regard to the program that was tried in Toronto with the domestic response team, about which there was some press just before your announcement this fall in terms of concerns the police had and the difficulty of working together that social workers and police found in that situation. I was a little concerned when I saw the announcement that, all of a sudden, we had moved to a volunteer system that looked very much as though it was going to be under the control of the police, the very people who seemed to be having difficulty dealing with the social workers in this process. I wonder whether you can tell me a little about why this model has been assumed. It seem to me it will not foster the kind of changes—

Hon. Mr. Scott: I can add a word on that. In Peel region, the team has been a volunteer team. Is that not correct?

Ms. Trerise: Yes.

Hon. Mr. Scott: My sense is that we should not be so cynical so early about the capacity of volunteers to do this job in an effective way. This is a two-year project and uses volunteers. We will have to see whether it works any better. You

may want to add to the response to the chairman's question.

Ms. Trerise: I think one of the goals, and this is a pilot project, is to find a model that will work in a rural community because the domestic-response-team model with professional social workers is an urban model. In rural communities, because of distance, you cannot have one social worker cover the whole county but you can have volunteers all over the county. That was a major part of the thinking behind trying this kind of model.

Mr. Chairman: That would make some sense in terms of the rural situation, but here we are in Metro now with, I presume, funding to the present domestic response team ending.

Hon. Mr. Scott: No.

Mr. Chairman: Is it being maintained? What is being done to revamp the program to meet the complaints that were being developed? Do you know?

Ms. Trerise: Yes. There is a review committee with representation from the Metropolitan Board of Commissioners of Police, the Family Service Association of Metropolitan Toronto which is involved in the social-work side, some other community agencies and the community services and housing committee of Metro council. That committee has terms of reference to try to resolve the difficulties.

Mr. Chairman: Are you expecting a report?

Ms. Trerise: I am not aware of a date yet. This committee was struck within the past four weeks. It will be reporting back to the community services and housing committee of Metro council.

Hon. Mr. Scott: We met the other day with the Metro Action Committee on Violence, which is composed of a wide range of service providers. We put them together with the people from four or five ministries that are trying to develop some of these programs to see whether we can build into the programs as we design them some real response to their concerns, so that you do not have—forgive me—a bunch of bureaucrats designing a program, and then a year or two later have the service providers out there who are doing a lot of this work say: "That is not going to work. That is not doing the job." At their suggestion, and I think it was well received by us, we said, "Let us put the two groups together now and see whether we can get the best brains on both sides at work on the development of these programs."

Mr. Chairman: I would be very interested in receiving a copy of the report when it is made available to you, if that is possible.

Hon. Mr. Scott: Send it to him when the House is not in session.

Mr. Chairman: Absolutely; it is always safer that way. Thank you for your generosity, Ms. Fish.

Ms. Fish: I am delighted. I would also like to receive a copy of the report. It may be that other members of the committee would as well. There has been quite a bit of discussion and interest. I have been following quite closely the program on family violence. I am not going to repeat the many things that have already been explored, given the limited time we have. Two things jumped out as being a little unclear.

First, in answer to one of Ms. Gigantes's questions, you indicated, minister, that you would be able to inquire of your colleagues what they were doing in detail on some of the battered women's programs. The thing that jumps out at me is that looking at page 5 of the estimates book, program description specifically cites the directorate as being the co-ordinator and notes family violence as one of those. Can you share with us what that means in family violence programs and what involvement the directorate actually has with the programs administered by other ministries?

Hon. Mr. Scott: It means co-ordinator but it does not mean auditor. Our role is to co-ordinate, not to audit the financial provision of services that other ministries agree to provide. The question was about dollars, not programs. That is why I said I would try to get that information. I do not have anything to do with the disposition of dollars by another ministry. I may be helpful in persuading them to provide a service, but it is between them and the Treasurer as to how they pay for it or how much they can get it for and from what pot the funds come.

Ms. Fish: I appreciate what you are saying. Perhaps I was thinking a step ahead of the question. It struck me that the purpose of Ms. Gigantes's question was to deal not only with the program that might be extant but also the size, scope, and extent of the program. A question that would probe the dollars spent on a particular program would be one way of looking at questions of size, scope and extent.

Hon. Mr. Scott: I said I will do what I can and I will.

Ms. Fish: Does the directorate have a role to play in a decision about the size or scope of a program on family violence to be administered by another ministry?

Hon. Mr. Scott: Dr. Todres, who is the head of the directorate, is on a steering committee made up of deputies from the other departments that play a part in this multi-ministerial initiative. I have not been to their meetings because the rules do not permit all this sort of stuff, but what is happening is that they are attempting to devise programs and to develop appropriate responses from each ministry. If they agree, a joint recommendation comes forward to the ministerial level and to the cabinet. If they do not agree, a number of recommendations come forward and the appropriate political authority selects one or none of the above for implementation.

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Ms. Fish: Would it be reasonable to say that the involvement is collegial involvement as part of consensus building between ministries? Would that be a fair description of the limit of authority?

Hon. Mr. Scott: Except that you can get into a real fight. To a certain extent, there is a myth that arises after a government decision is taken that no minister has ever fought with any other minister. I do not want to disabuse your mind of that notion for the moment, except that I know I do not have to do so; you have been there.

You go to a meeting such as this and Mr. X thinks a lot of dollars should be put in here and not so many in there. Ms. Y thinks exactly the opposite. If they agree, you have a joint submission and the debate is not very intense. If they cannot agree, you have a knock-down, drag-out fight in which Ms. Y wins and Mr. X loses. Then Mr. X comes out of cabinet and says that exactly the right decision was made. These are Band-Aids that are completely unnecessary. That is the process.

In this exercise the women's directorate is, in effect, the chairing ministry.

Ms. Fish: As you noted, I am quite familiar with the fact that in its decisions, cabinet does not usually begin unanimously, but it concludes that way. What I am trying to get at is at the staff level. I am looking for an understanding of whether there is now in place a weighting that will weight in favour of the judgement of the women's directorate on these matters, the burden of proof to do otherwise resting on the line ministries, or whether it is more a question of equals joining together at a steering committee. I am trying to understand the degree to which, in co-ordinating these programs, the directorate gets involved in what the other ministries are doing, since it also has an advocacy role.

Hon. Mr. Scott: To a large degree the other ministries regard the expertise of the directorate as appropriately decisive in determining the needs of women. For example, if the women's directorate were to assert that the health needs of women were A, B and C, certainly vis-à-vis health that would be a presumptive determination.

When you come to devise the program that is going to respond to those needs, there will again be some input from the directorate into the kind of program that is appropriate; but whether the program is selected by the Ministry of Health to be one of the programs it is going to finance in the next year, is not a question of the same order. That is a question of selecting among priorities.

Ms. Fish: Okay, I understand that. That perhaps comfortably moves us to one of the topics I did want to deal with, since it touches on women's health, so we might as well lead directly into that.

I would like to begin with the question of accessibility to abortion. As I asked in my opening statement, can you share with us the current status?

Hon. Mr. Scott: As you know, the Minister of Health (Mr. Elston) has asked Dr. Marion Powell to prepare a report for him and for the government on the way the access commitment of the government can best be discharged. That report has not yet been received. We hope to have it shortly.

Ms. Fish: Can I interrupt you there to be sure I am hearing you accurately? Are you saying that the Ministry of Health has not yet received that report?

Hon. Mr. Scott: After I had your statement I inquired, because I understood you to say that you thought the ministry had received it.

Ms. Fish: I was advised that the ministry had, so I stand corrected.

Hon. Mr. Scott: I was told by the ministry that it had not received it.

We are covering territory that is hopelessly familiar to all of us. The difficulty that is presented by this access question is that access has to be found in terms of either what the Criminal Code or what the Supreme Court of Canada, currently reviewing the Criminal Code, says is permissible to provide.

Taking the first case, it therefore follows that access, whether we like it or approve it or not, has to be governed at the provincial level by the therapeutic abortion committee concept and the regime that the Criminal Code contemplates.

One of the obvious things is that that requirement—for the time being, we live by the requirements of the Criminal Code in terms of increasing access—reduces in a very significant way the number of options you can devise. Every option has to deal with a hospital. Any option that does not deal with a hospital is no good.

Mr. Chairman: Who gets to define what a hospital is?

Hon. Mr. Scott: There are some interesting questions about that, and they have been examined. There have been those who have said that you can declare anything to be a hospital, and it is true that the government may have the power to declare certain types of institutions to be hospitals. I am not certain it has the capacity to declare every type of clinic, for example, to be a hospital. It may not be beyond the power of government to declare some institutions out there to be hospitals, but there is a major constraint imposed by that Criminal Code on government's capacity to provide access. That is the world according to the present rules.

Ms. Fish: Within the time the Ministry of Health officials advised my office that they had received a report, others presumably have advised you that they have not. At such time as they get around to agreeing that the report is indeed in their hands, what steps, if any, have been taken in the interim period awaiting Dr. Powell's final recommendations to deal with questions of accessibility, particularly from remote areas?

Hon. Mr. Scott: The women's directorate and a number of other government groups have prepared schemes that have been shared with the Ministry of Health about how this problem will be addressed. However, the determination has been made to await Dr. Powell's view before a selection of the alternatives. In fact, I got into trouble by speaking publicly about one of them.

Ms. Fish: I take it that the alternatives you are talking about were substantial and major in nature. To the best of your knowledge, has the directorate offered advice on any interim steps that might be taken, and would you know whether the Ministry of Health has responded and taken any interim steps?

Hon. Mr. Scott: You can be sure, if Dr. Todres is the head of the directorate, that advice is constantly being offered on a wide variety of subjects. Under the rules, I am not allowed to tell you whether it has been taken.

Ms. Fish: Can you tell me whether advice has been given to the Ministry of Health for steps that

might be taken of an interim nature, awaiting the final disposition of the wholesale review.

Hon. Mr. Scott: We have had quite full discussions with the Minister of Health and his staff on this subject. The problem is not a difficult one to recognize. There is the problem of northern Ontario, the problem of the hospital as a private institution governed by its board of governors elected on a membership card basis. There is the problem of the second trimester, the fact that hospitals with therapeutic abortion committees tend—and maybe exclusively in certain places—to do first-trimester abortions. There is the whole problem of education. There is the problem of the triple standard, the triple rule that the Criminal Code provides. It is a difficult issue.

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Ms. Fish: I agree that it is.

Hon. Mr. Scott: Then there is the whole problem of the case, because if the Supreme Court of Canada responds to the appeal in the sense of allowing the appeal in any respect, it will not be essential, but I think, probably rightly, it will do that by striking down a part of the Criminal Code. I am not predicting this; I am simply saying that if it is going to allow the appeal—

Ms. Fish: If it does, that is probably the way it will do it.

Hon. Mr. Scott: If it does that, of course, that again changes the framework in which you can make your decision. For example, if the Criminal Code did not require the provision of this service in a hospital, which would be for the federal government or the court to say, that introduces a whole variety of new possibilities.

Ms. Fish: Quite right. I take it from your wide-ranging response that I can reasonably infer that the Ministry of Health has declined to take interim measures. Would that be a reasonable inference on my part from your remarks?

Hon. Mr. Scott: No, in a word.

Mr. Chairman: It is always helpful to be unreasonable in opposition, I find.

Hon. Mr. Scott: People in opposition, it strikes me, invariably are. It seems to work well.

Ms. Fish: I am interested in being as certain as I can so that I correctly understand what the minister is saying.

Hon. Mr. Scott: I say no because I am not quite certain what you mean by interim measures. The measures that can be taken are the measures the Criminal Code provides and no

others. If you cannot comply with the Criminal Code, then any measure you may suggest is in breach of Parliament's law. Without persuading Parliament to change it, you cannot adopt it. Therefore, the interim measures that we could take would be measures that would comply with the Criminal Code of Canada.

The question I ask is, what are those? The interim measures that would fall within that category are providing opportunities for women to apply to hospitals that have therapeutic abortion committees that are prepared to approve a therapeutic abortion in that particular case. As the chairman has pointed out, there may be something you can do about what is a hospital. There may be something you can do about the way hospitals are organized.

For example, people have suggested to me: "Look, Mr. Scott, it is very easy. You just tell this hospital that if it does not start providing therapeutic abortions or if does not get its approval rating by its committee up to a reasonable level, you will stop funds from flowing." You do not have to have gone through law school to know that that would be absolutely unlawful. The government would be in serious trouble for doing that, because it would be compelling a hospital to participate in a criminal offence. I have not made it a criminal offence; the Parliament of Canada has.

Thus, when you ask what interim measures I have taken, there really are not any interim measures; there are simply the measures that the law permits. One of the difficulties is that, at this moment in time, we do not know precisely the scope of what the law permits. We may find out.

Ms. Fish: Okay. So when I was asking about the advice the directorate might have given, the initial response was, "Much advice"; but I infer from your remarks that it would involve some restructuring, and the Ministry of Health did not want to deal with such a major thing until Dr. Powell's report was in.

I then attempted to inquire whether the directorate might have conveyed to the Ministry of Health other pieces of advice, thoughts or initiatives that could be done within the framework of the law, and that would be the sort of thing that would not obviate, jeopardize or make hollow the wish of the government to have a more complete review.

I thought I heard you indicate to me that the directorate had given such advice to the Ministry of Health on that. I was trying to understand whether that was the case and whether the Ministry of Health had responded to it.

Hon. Mr. Scott: Let me be clear so that there will be no doubt.

Ms. Fish: I am sure you would appreciate this. I am not suggesting that the directorate would in any way be engaged in a suggestion that another ministry should break the law.

Hon. Mr. Scott: No. The Minister of Health and I, and certainly our staffs, have met on a number of occasions to discuss how access can be improved in the present setting. He has certain ideas that he has shared with me about how that might be done within the context of the Criminal Code, and I have certain ideas that I have shared with him. The view is that we should await what Dr. Powell has to say.

Ms. Fish: All right. I take it that while some suggestions may have been made about interim measures, the decision has been not to move on any of those, whether they are generated by the Ministry of Health or by you in the women's directorate, until there has been a review and disposition of Dr. Powell's report. Is that correct?

Hon. Mr. Scott: In the light of the provisions in the Criminal Code, we do not have much elbow room.

One of the really odd things about this whole issue is that there is a major division in the community about the appropriateness of abortion. There are two groups, more or less—lots of other people too—with a vigorous difference of opinion. For the life of me, I cannot understand why those two groups do not focus their attention on the one group that can solve the problem for either one of them, which is the Parliament of Canada.

One side or the other can follow the Premier (Mr. Peterson) around from now until doomsday, but he does not command the Criminal Code. Whether one group or another is to succeed or whether there will be a compromise, whatever the result, it will be incorporated in the Criminal Code of Canada, whether the pro-choice side or the pro-life side is victorious. The debate should not be taking place in Toronto; it should be taking place in Ottawa. Everyone says that is coping out and all the rest of it, but it is a fact.

Ms. Fish: I was not going to say that. Rather, I was going to try to return to the issue at hand: that is, the steps that might or might not be under consideration by the provincial government and duly under the authority and jurisdiction of the provincial government.

You mentioned in passing at one point that there was the potential—and we do not know yet, pending the Supreme Court decision to hear the appeal—for a change in the scope, and that at the same time within the present scope, the room to manoeuvre is narrow. I take it that the discussions and recommendations have been under the present scope and that they have been interministerial.

Is it your understanding that the Powell report will be reviewed and that the government decision will likely be known within the present scope of the law, or do you anticipate postponing any final decision until there has been a reply from the Supreme Court on whether it will hear the appeal?

1700

Hon. Mr. Scott: We had hoped to have Dr. Powell's report by this time. Our expectation is that when it is at hand, we will review it and presumably act on it as quickly as we can. Much is going to depend on what Dr. Powell recommends that we do. If Dr. Powell were to say, and I have no feeling at all that she may say this, "There is not much you can do to expand access effectively under the present Criminal Code; you had better wait for the decision in the case or try to get the Parliament of Canada to change the law," then there is very limited scope to do anything on her recommendations.

Ms. Fish: That is a fair comment, but it is unlikely that would be the limit of her recommendations, although we do not know until we see her report.

Hon. Mr. Scott: We will have to look very carefully at what she says, recognizing that this is a commitment that this government has made and that we want to turn to doing what we can as soon as we have the right advice and have weighed it.

Ms. Fish: Can we turn for a moment to the related question of adolescent pregnancies, particularly those noted in northern Ontario and within native communities? If I understand it, this material was principally directed to the battered women. Is that correct? This is a copy of the material you were reading from, which the clerk distributed. In particular, it notes programs for culturally distinct communities: immigrants and northern natives. Could you share with us the programs that are in place or the initiatives that have been taken to deal with birth control information and education, particularly within the native communities?

Hon. Mr. Scott: Dr. Todres reminds me that we have been looking for some time at programs

related to the provision of birth control information. We hope we will shortly be making a decision about how we might proceed in that area.

Ms. Fish: Are you talking in general or do you mean specific to the native community?

Hon. Mr. Scott: That is general.

Ms. Fish: General programs. If I ask whether within that you anticipate having specific targeted programs for native or third-language groups, would you be prepared to indicate whether you might have that?

Hon. Mr. Scott: You will remember how ministers answer these questions when they have not yet announced the program.

Ms. Fish: That is why I was hesitant even to ask. Let me phrase it another way. Let me not ask the question but let me offer the thought—

Hon. Mr. Scott: You want us to do that.

Ms. Fish: Knowing the field, it would be useful to consider a purpose-built public education program targeted for the native community and for third-language groups in particular. Bear that in mind when it is looked at.

Will your program be external to the school system?

Hon. Mr. Scott: I would rather wait until we are in a position to make an announcement.

Ms. Fish: Okay.

Hon. Mr. Scott: Do you have a view on that? I would be grateful to have your views.

Ms. Fish: I do have a view.

Hon. Mr. Scott: You gave me your views on the other subjects, and I would like your view on this as we move down to some kind of—

Ms. Fish: I have a strongly held view that your research staff would readily find in a clipping search.

Hon. Mr. Scott: You can take up a couple of minutes to express it.

Ms. Fish: I feel quite strongly that the information must be provided in the schools. I appreciate the reasons you are unable to respond if you do not have the program formed. I wonder whether, in the course of looking at the frame of the program for birth control, you might also consider adding the control and prevention of AIDS, in that the subjects are readily handled together. It could be done either as a subset of the program or by developing complementary programs of education to the broad public and within the schools. Do you have a sense of timing on that?

Hon. Mr. Scott: Will you forgive me if I say "soon"?

Ms. Fish: I like "soon" better than some reference to phases of the moon.

Hon. Mr. Scott: I am meeting this month with some institutional types with whom you will be familiar.

Mr. Chairman: Are they going to be easy to speak to?

Hon. Mr. Scott: I think they are going to be able to give us some fairly useful information about the difficult thing, which is how to communicate this information in an effective way, in schools as opposed to out of schools. I understand how you feel about it in schools. That view is widely shared, but even when you have made that determination, you are only at the beginning of the communications exercise.

Ms. Fish: I do not often look to the US as a model of progressivity in these areas—

Hon. Mr. Scott: That would be looking over your shoulder.

Ms. Fish: —however, you might consider looking at some of the programs now being developed that combine birth control and AIDS prevention information, targeted to the eight- and nine-year-olds. It is in a developmental stage, but as part of your consideration, you might be interested in what they are doing.

Could we look at the other side of the question, the fertilization and in vitro fertilization units? I have raised with you the concern that those units have been shut and we do not, effectively, have them, particularly for older women or those who have difficulty in conception.

Hon. Mr. Scott: We are advised by the Ministry of Health that it has selected five hospitals across the province, the names of which I do not have, to perform these procedures. Frankly, the provision of the service has been, within some limits, a divisive issue. Not all communities and not all community hospitals feel this is a function they should be performing. It is not something that is going to be adopted wholesale by your neighbourhood hospital. That is why the ministry has selected five sites and is—excuse me, while I consult.

Mr. Chairman: While we are waiting, I remind members that we will be coming back to the Ministry of Health estimates on Monday. There was some reference to this, and I was trying to make up my own mind about it.

Ms. Fish: My colleague the member for Nipissing (Mr. Harris) had raised it, because he

had constituents who had been turned away. I regret I am not going to be here on Monday either, but my colleague the member for Lincoln (Mr. Andrewes) is aware of that line of questioning and will be pursuing it with the minister.

Hon. Mr. Scott: One of the problems is—

Mr. Chairman: I thought we were actually given the hospital locations.

Ms. Fish: That information was to come back to committee, but it has not as yet.

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Hon. Mr. Scott: One of the problems is that the process is very expensive. It is not funded by the Ontario health insurance plan, although the hospital covers a hunk of the cost through Ministry of Health grants. I presume there is a major question for the ministry about how far it is going to go with this, and to what extent, if any, there is going to be funding in the form of OHIP, apart from the funding it provides indirectly by financing the hospital.

Ms. Fish: That is also my understanding. While you were in consultation with Dr. Todres, the chairman and I were discussing the continuation of the Ministry of Health estimates. To the best of my knowledge, the Ministry of Health has not publicly indicated the five hospitals.

Hon. Mr. Scott: You can give them hell on Monday and say: "Scott was here and he said five. Which are they?"

Ms. Fish: I am not speaking to the number; I am not aware that the ministry has indicated that any identified hospitals will be set forward. My understanding is that the existing programs—hospitals and doctors who had previously been performing the in vitro fertilization—were no longer doing so. I share that with you, in terms of looking at what the Ministry of Health—

Mr. Chairman: Mr. Ward thinks he might remember some of them—

Mr. Ward: This is just from recollection, but my understanding is that, fourteen to sixteen months ago, the ministry indicated five in vitro centres within the province and OHIP climbing up to, I believe, 70 per cent.

Ms. Fish: I beg your pardon. I misunderstood the reference. I thought we were talking about a recent response to the de facto closing of existing centres, starting right here in Toronto, where the doctors had been refusing to perform the service. If you are talking about the announcement of 14 or 18 months ago, the problem with that announcement is that it did not proceed to any

circumstance where the procedures are being performed today. We are today, to the best of my knowledge, without that opportunity for women who—

Mr. Chairman: We may be talking at cross purposes. Perhaps we can straighten this out on Monday.

Ms. Fish: Yes, my apologies for that.

Hon. Mr. Scott: The law of supply and demand never seems to work right. I do not know whether you saw The Journal last night. There was a shattering program about baby stealing by parents desperate to have children they cannot have.

Ms. Fish: It was quite frightening.

Hon. Mr. Scott: There seem to be babies in other places where the supply is high, and none around here where the demand is high.

Ms. Fish: Can I ask about the involvement in what I broadly call occupational health? If you recall, in my opening statement I was hard pressed to have a specific title but tried to describe it as the exposure of women of child-bearing years to toxic substances that might have the effect of creating birth defects and malformations, the involvement of the Ontario women's directorate in identifying those, and having that consideration in front of the Ministry of Labour, the Ministry of Health, and the Ministry of the Environment.

Hon. Mr. Scott: I take it that the major difficulty presented here arises when there is a level of toxicity that impacts differently on men than on women. That would, not always but frequently, be connected with the foetus or pregnancy. You shake your head.

Ms. Fish: I shake my head only because I am speaking about something more specific. I am speaking about those substances that are known to cause or are suspected of causing birth defects or malformations in births, that have very specific results, in some cases because of simple exposure and in other cases because of chronic exposure and buildup.

Hon. Mr. Scott: I confess ignorance of the subject you are referring to. I will have to find out. All I know is that in occupational health and safety there is a debate about how you are going to set standards when the impact of a standard is different for men and women and what you are going to do when a differentiated standard leads to the reduction of opportunities in employment.

For example, if it is illustrated that lead impacts on pregnant women differently than it impacts on men, you can choose a men's

standard, you can choose a women's standard or you can choose a men's standard for men and a women's standard for women. The result of that is that employers then begin to engage in sexual discrimination in hiring because they—

Mr. Chairman: Unless you choose the women's standard overall.

Hon. Mr. Scott: Unless you choose the women's standard.

Ms. Fish: That was exactly what I was trying to get at. I am asking that you undertake to look into this matter and that the women's directorate inform itself on the issues, perhaps to bring forward to your interministerial committee, if that is possible.

Hon. Mr. Scott: We will try and get back to you.

Ms. Fish: I am interested in knowing the degree of consideration for the standard set, specifically under the Occupational Health and Safety Act, which is a particular standard and placement; second, the approvals of new chemicals to be licensed in the province, particularly for agricultural use, pesticides, herbicides and fungicides, which are among the major potential offenders in the area of being a serious threat of causing birth defects and malformations, and the consequent growth in that area of restrictions on the use of chemicals that specifically exclude women of child-bearing years from handling or exposure. Finally, within that, there is the conundrum then presented on the nontraditional occupations, whether that is done in role modelling through the Open Doors program or the encouragement of women to go into those areas.

It is not possible in all cases to take a men's standard because with many of those substances, the result might be that the substance is barred. I happen to be one of those who thinks that option ought to be looked at very seriously, but there are others who disagree. However, it is one of those problems that goes from health through to employment opportunity.

Hon. Mr. Scott: I suppose it is conceivable if you take the chairman's suggestion and select the women's standard, the same result might occur. Maybe it should occur.

Ms. Fish: Yes, if by that you mean the women's standard in the case of a substance that has the possibility of causing a birth defect would be that the substance will no longer be available or certified.

Hon. Mr. Scott: Barring the work.

Ms. Fish: Yes, that is quite possible. In any event, I appreciate that you have indicated that you are not familiar with the area. If you would look into it and get back to me, I certainly would appreciate it.

Hon. Mr. Scott: I certainly would not answer any questions on occupational health with the arrival of Mr. Gillies.

Mr. Gillies: I will keep you honest.

Mr. Chairman: Interesting timing. He has a nose for this sort of thing. He started creeping around the halls out there and all of a sudden got lured into this room. We welcome you.

Mr. Gillies: Thank you.

Ms. Fish: One of the things on a much smaller scale I asked the other day, and I thought you indicated you might check into, comes back to the question of accommodation for battered women. That was the Ontario Housing Corp. announcement that preference would be given to battered women, but one of the caveats was that proof of permanent separation would have to be provided. I indicated to you that the preliminary proof of permanent separation required was a visit to a lawyer and commencement of action on separation. I wonder whether you have any more recent information.

Hon. Mr. Scott: One of the mysteries of government, after just a year and a half, is that you get a great idea such as this one, that battered women should have some priority in Ontario Housing and you get a great new chairman of Ontario Housing who thinks it is a great idea and goes to work, as Mr. Greenspan did, to implement it. You find very quickly that a system has to be created to weed out the people who are not entitled to the benefit from the people who are. That is what they have done. One is never happy with precisely the result they come up with. What is required under Ontario Housing policy is verification that the victim is a victim of physical abuse and verification that she intends to separate permanently from her husband.

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There can be a debate about whether either of those should be a criterion for priority, but I think the conclusion you will come to is that they both should be, bearing in mind that the physical abuse criterion is a desirable one because the very thing we are seeking to do is to give priority to battered women. They should not be placed in the same pool as people who are not battered. That criterion has to exist or the plan would not make any sense. It would not convey a priority.

The permanent separation criterion is obviously not one that can be guaranteed. It is designed to prevent couples from short-circuiting the waiting list. Someone comes in and says: "I have been beaten. I want to go to the top of the OHC waiting list." She goes to the top and she goes into OHC housing and there is a reunion within two days. You cannot kick them out; they are there. You would not want to kick them out anyway; housing is a problem for everybody.

You have these two standards. You might agree that the standards are appropriate as policy considerations. The problem, when it comes, is the same thing that the Ministry of Community and Social Services had with the man in the house and all this stuff. How do you separate the wheat from the chaff? The thing here is verification that she intends to live apart from her batterer.

Ms. Fish: That was the limited focus of my question. What is the instrument?

Hon. Mr. Scott: I can tell you what the instrument is, but even more helpful to me and the Minister of Housing (Mr. Curling) is for parliamentarians to tell us what they think the instrument should be. When we came to the man-in-the-house rule a couple of months ago, we came knowing we wanted to deal with it because of cases I had had in the practice of law and things I had seen. It is easy to say, "We want to deal with it." The real question is: "How do you deal with it? What is the system?" Members of the assembly were very helpful. They said, "If you do this, then this and this." That is just an example of how you can get useful stuff that can improve these systems.

An example of verification OHC seems to permit is a lawyer's report that the wife has given some indication of permanent separation. That may involve an application for custody, an application for support, a divorce application or a statement to the same effect by a knowledgeable professional, such as a social worker who knows the case, antedating a simple interview for the purpose of getting housing. That is the verification. It is not perfect and I can see there are going to be difficulties in making it work from time to time. I would be grateful for any help you can give us in devising a better one for these women.

Ms. Fish: Does that stand as the required instrument of verification and at present OHC does not permit an affidavit or affirmation from the woman making the application?

Hon. Mr. Scott: I understand they do not permit that. What they require is independent verification from a source other than the applicant.

Mr. Gillies: By way of supplementary, what evidence is looked for in terms of battering. Are you looking for a charge?

Hon. Mr. Scott: I think what they will use most often is a police report or a medical report. When you talk to the doctors, it is extraordinary. If a woman turns up and is bruised, the doctor can predict with a very high degree of efficiency how it happened. They can tell you what the instrument was, whether it was a fist or a table that hit her.

Mr. Gillies: I might ask, and I apologize if this has been discussed in my absence—

Hon. Mr. Scott: It has never been fully discussed if you are away.

Mr. Gillies: Ms. Fish, the chairman and I were all part of the committee some five years ago now that drafted the committee report on the whole question of spousal abuse. I have had a long interest in it. I wonder whether you can bring me up to date on the charging situation we identified at the time as one of the major problems. In many cases, in the vast majority of spousal abuse cases, charges were not being laid. Has there been a significant improvement in that situation?

Hon. Mr. Scott: The Solicitor General (Mr. Keyes) has issued orders to police forces, which as you know, go out to municipal boards of police, thence to chiefs of police and thence to line policemen, that charges are to be laid. It is not a domestic matter; that is to say, charges are to be laid where evidence is available to sustain the charge. We have issued orders to the crown attorneys that charges are to be proceeded with and prosecutions, if commenced privately, taken over by the crown. The charges are not to be withdrawn except in unusual cases.

Those are the orders. When you go out across Ontario and make inquiries about how it is actually working, you find there is a pretty high level of performance. That is what I think, from Hawkesbury in the east to Kenora and Fort Frances in the west. There are pockets where the police and sometimes the crown attorney's staff are not as aggressive as we think they should be. We are going to have to work on that and deal with those areas when we get a sense of where they are.

Interestingly enough, the London study that was done on prosecution shows that effective prosecution is the best way of stopping this. It will not improve the marriage or communications but it will certainly stop beating to a higher degree of efficiency than anything else we know.

The other thing it shows that is quite remarkable is that crown attorneys and police officers do not believe this. They are being asked by governments to do something that is enormously effective but which they do not believe to be effective. That is because their experience has not shown them what the studies actually show. Across the province, we have a pretty high level of compliance. Every once in a while, you hear that charges are not being laid in a particular community or that the crown attorney turns out to be soft on them. You have to go in and deal with those as they appear.

Mr. Gillies: The instruction you have issued regarding proceeding with charges is very key because, and my colleagues may correct me, as I recall, in the days when the onus was on the spouse to lay the charge, about 80 per cent—

Mr. Chairman: It is 85 per cent, is it not?

Mr. Gillies: Eighty-five per cent were withdrawn before they went to trial.

Hon. Mr. Scott: The onus used to be on the spouse to lay the charge.

Mr. Gillies: You have switched that.

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Hon. Mr. Scott: We have said, "No, the police are to lay the charge just like bank robbery." The right of the complainant to withdraw the charge was almost universally accorded at the time you did your study. We now have said that is not to happen. You would not let a bank withdraw a robbery charge and you do not allow the victim to withdraw this charge, unless there are very special circumstances that the crown attorney judges to be appropriate.

The reason, which I am sure you referred to in your report, is that the incidence of persuasion on the woman victim to withdraw is very high. Once the charge is laid, sometimes the woman gets worked over in another way to have the charge withdrawn. Every once in a while, you will run into the kind of problem Mr. McMurtry had where the woman, having laid the charge, is obdurate and wants to withdraw it, and when it cannot be withdrawn, she will not give evidence.

Ms. Fish: I will share with my colleague that this was part of the discussion that occurred earlier when the member for Ottawa Centre (Ms. Gigantes) was exploring with the minister the time period for discussion with the family and the victim.

Hon. Mr. Scott: You want to emphasize the same view. Is that what you are—

Ms. Fish: I simply share that for my colleague's information since he was unable to

be here during the earlier discussion. We explored the question of how one deals with those who down the road, for whatever reason, may not wish to proceed to testify in the future and the problems associated with that for the woman, for the case and for the general effort to try to combat the problem.

Hon. Mr. Scott: There are three things you do to try to deal with that. First, you develop systems with the police, which we are trying to do in the way described, so that the woman's first contact is with a police person who is knowledgeable about the problem and sensitive to the needs of the victim, not only in a legal sense but also in a human sense.

Second, you then get contact with a sensitive crown attorney up as close to the front of the process as you can.

The third thing you do is that you build in, at the earliest possible stage, some direction from the police or the crown attorney's staff so that the woman gets directed to community resources that can help her. As you know, she is going to have a lot of problems. She does not have a job; she has three kids; she cannot go home; she does not know where to live. She has a whole lot of problems that the police per se and the crown attorney per se are not going to be able to solve themselves. They have to be able to direct her to community resources, and very fast. I believe that the front line is going to be the police.

Mr. Chairman: I do not know whether you are finished with your OHC questions, but if you are there is something I want to share with you about that.

In talking to the local metropolitan authorities, we had some concerns around how they were interpreting this initially. The first bureaucrats we talked to talked about needing some major medical evidence of very serious battering before they would act. They talked about a need for only lawyers to be involved in drawing up documents, etc. My staff then went to the briefing sessions that were held for the staff of the Ontario Housing Corp. to see how they were being instructed on this. They were quite pleased with the much broader scope and range of interpretation there was being given at that time.

It is going to be important for you, as minister, to ask the Minister of Housing to keep a very close watch on how this is being interpreted by the various authorities around the problem because of the possibility for abuse.

Hon. Mr. Scott: Inevitably in a big system, they start out well. They have the parameters all neatly laid out and then they get down to

developing a form. After the first six months or a year, you have a series of categories to slot in. We just have to keep on top of this.

Mr. Chairman: I do not know whether the monitoring function is part of your plan, but if it is not, it should be, because I can see how that could be abused as badly as, if not worse than, the spouse-in-the-house thing ever was.

Hon. Mr. Scott: On the problem with the whole business of prioritizing access to the Ontario Housing Corp., the other priority category that I am frankly concerned about is not as large, by any means. It is the 16-and 17-year-olds, who are below the lease age and who are pregnant. Even if they are not pregnant, I think they are a priority case. When we have a major housing crisis, there are so many priorities that you put up top. Ordinary people, who have real needs too, get left way behind.

Mr. Chairman: You can look at what has happened to Ontario Housing in the last number of years. The mix has changed dramatically. The working poor no longer find their way into Ontario Housing; it is always people on assistance and with the highest points, and now it will also be battered women. That creates further ghettoization problems.

Hon. Mr. Scott: One thing, though, that is very encouraging with respect to Ontario Housing—and I say this just out of my own little experience with Regent Park—is that the OHC, particularly the Metro Toronto Housing Authority—I do not want to be critical of them, because their life is not easy—have begun to recognize that they are not merely landlords. They, being the government, us, have a social responsibility for the conditions that exist.

If there are race relations problems in Metropolitan Toronto housing, it is not something the landlord can wash his hands of and say: "Look, I just rent space. It is a police problem." It is not; it is a community problem that the landlord has, in part, created in a benign way and that he has to play a role in solving. The good news is that Ontario Housing has begun.

Mr. Chairman: For another day there is a wonderful debate about how they are doing it. I could pull out some horror stories about their interpretation of what that is about, but it is very important for us now to get back to Ms. Fish.

Ms. Fish: Thank you.

Hon. Mr. Scott: Share the horror stories with me some time.

Mr. Chairman: I will be pleased to.

Ms. Fish: May I turn for a few minutes to immigrant and minority women? The first area that comes to mind is the specific shape of programs in the area of family violence that might be targeted to immigrant and minority women and third-language groups. I have a couple of immediate things. I would be interested generally in those programs, but particularly in the steps you may have taken, if any, since the initial establishment of the hotline to provide third-language facilities on the hotline.

Hon. Mr. Scott: Have we any third-language facility on the hotline, Vicki?

Ms. Trerise: I am sorry; I do not know off the top of my head which languages are represented, but my recollection is that the help line at this point can respond in three or four languages other than English.

Ms. Fish: Other than English. French would be one of them, bringing us down to two or three third-language groups.

Ms. Trerise: I am not sure about that.

Ms. Fish: Can we get the information?

Hon. Mr. Scott: I can tell you that a year ago we determined that immigrant and native women were going to be a priority for all of these programs. Most of them now have funds built in to provide that kind of expansion program.

Mr. Chairman: Cree operators on the hotline?

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Hon. Mr. Scott: No, we are not getting carried away here. We recognize that you cannot satisfactorily provide those services in a pluralistic society if everybody speaks English, because people who have these problems often do not. We have only begun to do that. That initiative was selected a year ago. We try to build a multilingual capacity into these programs.

Ms. Fish: Would it be possible for you to bring forward the information on the languages of response and the time of installation of that response?

Hon. Mr. Scott: Yes.

Ms. Fish: If there are others already identified to come forward and if you have a time line on them, that would be of interest as well—as much information as you might be able to provide.

I was asking for third languages, but if indeed there is no built-in capacity for French as well as English—I was assuming English and French, and then third languages—if that assumption is wrong, then perhaps you can share with us the question of delivering in French as well.

Hon. Mr. Scott: We will get the details on that.

Ms. Fish: Sorry; I asked that specifically during the point at which Dr. Todres was turning to you to give broader information.

Hon. Mr. Scott: The other thing we are doing to respond to a lot of concerns I have had expressed to me is that we are trying to do some major work in analysing trade and professional certification. This is not only a women's issue, but it is in many cases a women's issue. Very bitter resentment is created for people who come here certified to perform jobs and find they cannot get into those jobs in this country; they cannot get recertified.

It is a problem that exists at two levels. The first level is, of course, the provincial trade or professional certification, in which government is doing the certifying. The second level is where independent agencies, such as trade unions, are doing the certifying. It ain't easy to get to be a certified electrician in this world, and it is not easier if you come from certain places across the world, even though you may be an excellent electrician. We are going to try to see whether we can respond to those problems.

Ms. Fish: What is the status of your work in this area? At what stage are you?

Hon. Mr. Scott: The race relations committee of cabinet, the women's directorate and a number of other ministries, such as the Ministry of Labour, have jointly taken this on—am I right?—in an effort to see what can be done.

Ms. Fish: Is it at a data collection stage?

Hon. Mr. Scott: Yes.

Mr. Gillies: As a supplementary on that very point, I wonder whether I could ask you to look at a situation that I assume still exists. It is one I took to a number of Ministers of Health and got nowhere with. It always struck me as a case of institutional segregation, if you will; I will not call it racism.

Two sets of final medical examinations are used widely in the world. I cannot remember the name of the one set, which is used mainly in North America and western Europe—the general boards, or something like that. There was another set, I believe, called Flex; that is an acronym. I have not looked at this file for a couple of years.

The problem was that the doctors coming from Third World countries—the people who approached me were from India—pointed out to me that just about any other jurisdiction in the west would accept these Flex examinations as suffi-

cient to be allowed to be re-examined and allowed to practise in Ontario.

Hon. Mr. Scott: These are the equivalent of university examinations? They are not the culmination of internship.

Mr. Gillies: I would have to look at the file; it has been some time since I looked at this. They are the final medical exams, I believe, after internship.

Hon. Mr. Scott: If they are what is called the board exams, those occur after internship.

Mr. Gillies: Yes, that is right. These two, the so-called board exams and this Flex exam, are considered in most jurisdictions to be equivalent, as I understand it. The problem is that so many of these doctors immigrating to our country from India, Pakistan and other Third World countries that use this other set of exams were not being allowed, at least not automatically, to practise in Ontario. It was pointed out to me that they could go to virtually any state of the United States and a number of other provinces and be allowed to do so.

Hon. Mr. Scott: My understanding is that the problem is more fundamental than that: namely, that a graduate of a foreign medical school cannot be automatically certified on the basis of seniority because of something in the College of Physicians and Surgeons Act. Essentially, he has to intern here, even if it be a new internship, even if it be a repetition of an internship he has done at home.

The problem is not that his boards at home are not treated like boards in Canada; his problem is that he cannot get an internship in Ontario. Therefore, it is not that he cannot come out of the system with a board certification; it is that he cannot get into what is regarded as the precondition to that, which is internship. The problem with the internships, of course, is that we are producing lots of doctors in Ontario and we have lots more people who want to be doctors. How do you divide up the number of internships?

Many medical people will tell you that the number of internships available in Ontario should be reduced because we are producing too many doctors for the province. The point was not made sufficiently, but in British Columbia the restriction on medical services plan billing numbers in Vancouver is not something the government has imposed just for fun. It is something the doctors in Vancouver asked the government to impose, in just the same way as the college of physicians here asked the government to consider imposing Ontario health insur-

ance plan restrictions in Ontario because the number of doctors in the province is too great.

If you have that situation—a restricted number of internships with people coming from abroad who want to be eligible for those internships with Ontario graduates—you have a devil of a time deciding who gets those spots. That is before you even get to the boards. I would be glad to see what you have on that.

Mr. Gillies: I know the committee's time is limited. I should dig out that file and send it to you at some point. It got to the point where I had it bouncing back and forth. The Ministry of Health was saying, "You are right, but it is the college of physicians and surgeons' problem." The college was saying, "You are probably right, but it is the ministry's problem." I will get that.

Hon. Mr. Scott: I would be grateful.

Mr. Gillies: Thank you.

Mr. Chairman: Just before we continue, we passed a note about it, but we probably should deal with it here. After we adjourn at six, you have approximately 40 minutes—42 minutes, I think it is exactly—left in the estimates. Ms. Fish is indicating that she would like to use those 40 minutes. The difficulty is that we would normally schedule those for Monday. I remember, though, that you said you were not going to be here on Monday.

Ms. Fish: I understand that the minister is also expected to be away on Monday, so I did acknowledge that there was a scheduling question.

Hon. Mr. Scott: I can be here on Monday afternoon for 45 minutes, certainly.

Mr. Chairman: Ms. Gigantes indicated to me that it would not be crucial for her. Can you be here at all on Monday, or is that a problem for you?

Ms. Fish: No; that can probably be sorted out one way or the other with respect to time carried forward.

Mr. Chairman: If that is the case, then we do not have a difficulty. We will go straight into dealing with this and then move on to—

Ms. Fish: Then move on to Health?

Mr. Chairman: On to Health right afterward. Sorry. I just thought I should clear that up.

Ms. Fish: That would be fine. I should make clear that I may be here in person; it may also be one of my colleagues pursuing the areas under discussion. You will appreciate that with the wide range of discussion, some of these are

touching upon other critics' areas, and so they will carry those forward. Okay, that is fine.

With reference to page 19 of the printed distribution copy of your opening statement, your phrasing is, "As well, the directorate is involved in a provincial review of immigration and multiculturalism policy and in the cabinet committee on race relations."

Are you with me? It is right before you move to the elderly.

1750

Hon. Mr. Scott: I heard and understood what you said. What was the question about it?

Ms. Fish: The question is, is that being done by way of an interministerial committee?

Hon. Mr. Scott: Yes, the multicultural policy is developed by an interministerial committee.

Ms. Fish: Therefore, the review is being done by that committee. Can you share with us the ministries that sit on the committee?

Hon. Mr. Scott: We can get the names. There would be about eight or nine.

Ms. Fish: That is fine. Can we have that for Monday, if possible? It would be helpful.

Hon. Mr. Scott: Yes.

Ms. Fish: Is that review in any way part of the review you referred to on certification or is it entirely separate?

Hon. Mr. Scott: It is separate. The certification matter started as a project of the cabinet committee on race relations. We made a commitment at the national women's conference. The two things were run together. It obviously has a major racial component and a women's component.

Ms. Fish: Is that separate from the review referred to here?

Hon. Mr. Scott: Yes.

Ms. Fish: Are there subject areas that are being dealt with short of a general review of multiculturalism policy?

Hon. Mr. Scott: The Minister of Citizenship and Culture (Ms. Munro) is responsible for that general area. She has been charged with the development of a multicultural policy and with the review described which is conducted under the aegis of an interministerial committee. We can try to get the details for you. I participate in that as minister responsible for women's issues and because of my race relations interests. We can get you the subject matter on her list that is being dealt with by the committee.

Ms. Fish: If that is possible, that would be terrific.

I will move from review of immigration and multicultural policy to a subject that both Ms. Gigantes and I indicated an interest in, although we did not have the chance to deal with it earlier when she was here: domestic workers.

Hon. Mr. Scott: I thought you were going to say child care.

Ms. Fish: There is also that. It is a very full and complete subject.

Hon. Mr. Scott: The issue of domestic workers has presented itself most graphically to me in the submissions of an outfit called Intercede, which is the International Coalition to End Domestic Workers' Exploitation, and the conference of 1982-83. It is not an issue to which I am a stranger by any means, but like the previous one, it is an issue that falls naturally into either a race relations or a women's directorate focus.

A good deal of time has been devoted to seeing how the government and the Ministry of Labour, because it is an employment standards situation, should respond to domestic workers. There have been some lively debates. It is the kind of issue for which I would be delighted to have any input you have. The case can be made and is made very effectively by organizations such as Intercede that the bald statement of an employment standard in a regulation for domestic workers is not going to do the trick because a domestic worker, often a new Canadian who does not understand English, in a domestic setting where the husband, wife and kids also live, is not going to be aware of the regulation or the standard and is going to be particularly difficult to communicate with. In addition, there will be no effective method of policing the standard.

One potential way to respond to the problem would be to impose obligations on the home owner. "You will keep a record of how many hours your domestic worker works, what time, how many breaks there are and all the rest." Even that would not be perfect but at least it would set up a system that could be measured.

Ms. Fish: Is that the direction in which the government is going?

Hon. Mr. Scott: No. The government has not signalled the direction in which it is going. I am presenting a problem that I am sure you were familiar with when you were a minister of the crown. You are asking me for suggestions as to how we should resolve this. We do not want to create a system that is so cumbersome that the availability of domestic employment will be reduced. It is an important entry point to this country for a lot of people. We do not want

people to say, "If I have to go through this, I do not want to employ someone at home." That avenue for new Canadians is an important avenue of entry to the system.

On the other hand, we want to deal with the very real prospect that injustices are done in a situation where there is a type of functional dominance. Let us face it: If I had someone at home who took orders, I would probably give them about 16 hours work a day. You have that experience.

Mr. Chairman: Is this your natural proclivity?

Hon. Mr. Scott: No, it is not. I would not stop unless I had my eye on the clock; I guess that is what I am saying.

Mr. Chairman: You want them to work like you do.

Hon. Mr. Scott: That is the dilemma. You want to create a mechanism that approaches a solution to the problem and that is administratively manageable, but you do not want to create a headache for everybody that just reduces the opportunity for people to get this entry to the system.

Ms. Fish: Does the directorate fund Intercede?

Hon. Mr. Scott: They are sufficiently independent, aggressive and admirable that I suspect they are doing it on their own. We made a grant some time ago at the time of that conference, did we not?

Ms. Swail: We gave them a grant for public education, to solve the problem we are talking about and to adopt some materials.

Ms. Fish: Was that recent or was it some time ago? What is the status of government support from the directorate to Intercede on public education?

Hon. Mr. Scott: I suspect Ms. Swail can confirm that.

Ms. Swail: It was in 1985.

Ms. Fish: What was the size of the grant?

Hon. Mr. Scott: We will find out for you.

Ms. Fish: Was it a one-time-only grant?

Hon. Mr. Scott: It was for this project. Is that not right?

Ms. Swail: Yes.

Ms. Fish: Has the directorate itself done a separate and independent review of the problems confronting domestic workers?

Hon. Mr. Scott: I do not know that you would call it a separate and independent review.

Ms. Fish: Was it separate from examining Intercede submissions? Has the directorate itself looked at the problem?

Hon. Mr. Scott: Sure, but let us be clear, that does not mean we have hired some outside consultant.

Ms. Fish: I am sorry. By separate, I meant something separate from the submissions Intercede has made.

Hon. Mr. Scott: We get submissions from an organization such as Intercede that raises a problem and has a track record. We say, "This is something we should be looking at." We get our people to look at it. Then we go to a committee, because other ministries are concerned, in this case dominantly labour, and we begin to deal. You know the process.

Ms. Fish: Are the results of the directorate's review available?

Hon. Mr. Scott: I do not know whether we can provide that. All I can tell you is that an examination of this question is well under way.

Mr. Gillies: I offer you every encouragement, as I am sure my colleague will. I have met with Intercede and I am sure Ms. Fish has too.

Ms. Fish: Several times.

Mr. Gillies: I have done so a number of times as Labour critic because as you identify it, I see it very much as an employment standards issue. At our first meeting, I was really taken by them. To call their pay packet modest after the allowed deductions for room and board etc. is generous in the extreme. These people deserve a better lot.

Hon. Mr. Scott: The problem with the issue is that the pay packet problem is important and manageable. It is the working conditions problem that is difficult to grapple with in administra-

tive terms. There is nothing worse for us, as a government, than to set up a scheme that looks fabulous on paper but is not going to produce results for anyone. Who has time for that?

Mr. Gillies: I agree with you. If we go for pie in the sky and this type of employment disappears, I agree that we have done them no great service, but any steps that we could take—

Hon. Mr. Scott: You can easily approach the pay packet thing. You can talk about wage rates and benefits. However, if you are not cataloguing hours, unless you are paying on a basis other than hours, you immediately have a problem. Then you have the whole working conditions problem. How many hours a day can a live-in domestic be expected to provide service? If you select the number of hours that is appropriate, what is the mechanism to determine whether those hours are exceeded?

Mr. Gillies: How do you monitor it?

Hon. Mr. Scott: Exactly.

Mr. Gillies: I venture to say we could never have enough employment standards officers to be able to send them into every home in Rosedale.

Mr. Chairman: I am conscious that it is the hour for adjournment. I notice you have a little blue slip. Are you available on Monday?

Hon. Mr. Scott: I am available on Monday.

Mr. Chairman: We will therefore adjourn now and reconvene after orders of the day on Monday for a period of approximately 42 minutes and then move expeditiously to the Ministry of Health which will be waiting in the halls just dying to come in and talk to us.

The committee adjourned at 6 p.m.

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CA20N
XC 12
-S77

Vols. 48-49 bound separately



Document
Publication
No. S-50

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

Second Session, 33rd Parliament
Monday, January 26, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, January 26, 1987

The committee met at 3:41 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION

Mr. Chairman: I call to order the standing committee on social development. We are dealing today with the estimates of the Ministry of Education, vote 3001.

Before moving to that and beginning with the usual opening statements, I should inform the committee that the government whip sent a letter to me today asking that we make our decisions as quickly as possible about what we will do in the break between sessions. Since there are approximately 14 committees to meet during that time, we must try to limit to the minimum that which we do.

I sent her back a note saying that I would convene a meeting of the steering committee of this committee as quickly as possible and that we would then try to lay out a schedule. There is only one member of the steering committee here. Mr. Reycraft is your Liberal representative, and I think it is Mr. Andrewes now for the Conservatives.

Mr. Davis: Yes, it is.

Mr. Chairman: We cannot really set a time now, but I wonder if you could let them know that the clerk will be contacting them tomorrow to establish very quickly a time to deal with our business.

We have already decided on two things that are part of members' business. One is based around Mr. McGuigan's resolution on missing children, and the other is on Mr. Warner's Bill 3, to do with home services to the elderly. However, there are other items before us as well and we may have to re-establish our priorities at that time. Is there anything further on that?

If not, it is my great pleasure, after some time apart, to welcome back the Minister of Education, with whom I spent so much time, it seems, a year and a bit ago—less than a year ago, even—on Bill 30. Here, to give us his succinct opening remarks on the estimates of his ministry, is Mr. Conway.

Hon. Mr. Conway: Thank you, Mr. Chairman and colleagues.

I know of no other way than a succinct way, so I shall begin by thanking you for your kind invitation to return to this wonderful committee where I have spent many long hours of my legislative existence. I should introduce, to those who may not know him, the new Deputy Minister of Education, Dr. Bernard Shapiro, who is on my immediate left, and Morley Overholt from the ministry, who is beside Dr. Shapiro.

It is not my intention to bore all of you with a lengthy recitation, which I know you, Mr. Chairman, have views about. I do not want to try the patience of the chair or of my two distinguished critics, who are kind enough to be here this afternoon.

What I might do is to indicate simply some of the areas where the ministry has been active in the past number of months since our taking office, since my assuming the responsibility some 17, 18, 19 months ago, whatever it is now. I was thinking of an anniversary today, but I will not get into anniversaries. It is my first opportunity to present and to defend the spending estimates of the Ministry of Education. As the member for Hamilton West (Mr. Allen) was suggesting, we have not done this in a while, so perhaps there is a certain pent-up enthusiasm that we will want to address.

Mr. Chairman, you mentioned the matter we had been involved with in this committee as far as the Ministry of Education is concerned, and that was the Bill 30 matter. As you know, the case will be before the Supreme Court of Canada later this week, and I thought today I might take the opportunity to indicate where we are with extension.

As of September 1986, there were 38 Roman Catholic separate school boards in the province that had extended. I am very pleased to say there have not been the kinds of disruptions in terms of teachers and students that were imagined some two or two and a half years ago. We have introduced the guidelines as far as the transfer of facilities is concerned. I am pleased to say there has been some positive uptake of the opportunity afforded by those guidelines. We have had our first en bloc transfers in communities like Kapuskasing and Timmins. As I indicated to you, we will be in the Supreme Court of Canada

later this week with what will be the final debate about the questions that have attached to the constitutionality or legality of the whole matter.

The other matter of legislative import that I would like to touch upon is the legislation that we enacted this past summer, the minority language governance legislation, Bill 75, which the member for Scarborough Centre (Mr. Davis) and the member for Hamilton West will well recall. That legislation has now taken effect. We had our French-language education council elections in October. They went quite well. Certainly it is fair to say there were some glitches, but by and large the interest in the elections was very high. There were some minor difficulties, but I have been very pleased with the progress to date of what is a complicated legislative matter. We received a report that was released last Thursday, the Roy report, on how we might proceed with the creation of a French-language school board in Ottawa-Carleton. Copies of that report have been made available to all members.

The committee will recall that in the discussions of Bill 75, there was an undertaking given that we would proceed with a study of the broader questions of French-language school boards elsewhere in the province. As you know, that is not government policy, but it is an undertaking that I am quite prepared to discharge. I indicated at the time that I would like to have the Roy report received before proceeding. We will be proceeding in the not too distant future with that study of regional French-language boards.

1550

Those are the two significant legislative activities in which we have been involved in so far as the Ministry of Education is concerned. There have been other important initiatives across the system of education that the new government has undertaken, initiatives stressing excellence and relevance in education. We have recently established the centre for primary and junior education within the Ministry of Education, which will provide focus within the ministry for the very important issues that relate to the primary and junior divisions. I see some in the audience today who have been very constructive and very regular in drawing to my attention the importance of proceeding with the several recommendations of the early primary education project, EPEP.

Under the leadership of the primary-junior centre, we now have a focal point within the ministry that will give us the kind of energy that is going to be required to proceed with curriculum development in liaison with the other

ministries that are so important in early childhood education.

As well, over the past while, we have been reviewing the experience of the early 1980s in the implementation of Bill 82. Members will recall that we indicated the desire to build upon the first five years of experience with that very important legislation. A discussion paper has been circulated suggesting ways and means of improving upon what is a very important part of public education today. At some point later this year, I hope we will be back before you with the results of that collaboration.

We have also undertaken important changes in continuing education. Members and my distinguished critics will know that there was and has been for some time a concern about the funding arrangements for the whole area of continuing education. I gave a commitment after becoming minister that I would listen carefully to the debate and try to build a better arrangement for those programs that are approved. Not too many weeks ago, I was pleased to announce that we have changed our method of funding the approved adult education courses to 100 per cent ministry support, thereby removing the questions of residency and tax support from the equation.

On distance education, this past fall I was pleased to travel, together with my colleague the Minister of Colleges and Universities (Mr. Sorbara), to Sudbury to join with him in announcing a four-year, \$20-million distance education access network, which will provide northern Ontario with an expanded and enriched opportunity to apply the new technology to the very important area of distance education. I am very pleased with the response to that initiative. It will be a system with an access network based in Thunder Bay and Sudbury that is going to develop or purchase distance education programs for both the secondary and post-secondary educational programs.

Literacy is a subject about which there has been considerable discussion and debate. We have been at work with our sister ministries in the government to assess very carefully the whole question of literacy. As all of you know, there has been quite an ongoing debate about the nature of the problem and the kind of remedy that would be most appropriate.

We have indicated a willingness to make a change. I can simply indicate to my colleagues, some of whom I know have slightly different views on this subject, that in the Ministry of Education we see it as an important part of our responsibility. By "our" I mean in the formal

educational community, not only at the secondary or post-secondary level but also at the elementary level. That is an area that is sometimes lost sight of. We are looking very carefully at ways and means of addressing the literacy challenge all across education and throughout the community.

I have said to my friend the member for Hamilton West that it has been my view that a significant part of proper policy development in this area must take into account the community-based programs. Certainly I feel, and have said on many occasions, that there is a very important role for traditional education to play in the area of instruction, learning materials development and dissemination; but there is also, given the unique characteristic of much of the particular community we are trying to assist in this connection, a requirement to build into public policy a very strong community-based component. Therefore, sister ministries, like the Ministry of Citizenship and Culture, have an important role in this area as well.

I should indicate that we have in the Ministry of Education just recently changed the funding of adult basic education offered by school boards to allow school boards to contract with community-based organizations for the provision of adult basic education. Certainly our independent learning centre has an increasingly important role to play and will be playing it in the coming months and years.

With regard to co-operative education, I mentioned earlier a concern of this government for excellence and relevance in education. It was about a year ago this month that I had the pleasure of being in Kitchener-Waterloo, where I was able to announce on behalf of the new government a substantially enriched and expanded co-operative education and transition-to-employment incentive fund, a fund of some \$13 million available over a three-year period.

I am very pleased to report to the committee that there has been a very high level of interest in, and subscription to, the fund. As of this month, 103 school boards have received funding from that incentive fund, and I must say that, as I have travelled the province, there has been a high degree of interest in and support for the expansion of co-operative education at the secondary level.

As part of the speech from the throne almost a year ago now, we committed ourselves in the ministry to building stronger, better and more bridges between the school and the world of work. There have been a number of specific

enrichments that have again been of particular interest to school boards, and in that connection we have tried to build on the strength that many local communities, through such things as the Industry-Education Council (Hamilton-Wentworth), have been able to develop.

Part of our whole strategy is to take the genius of local community successes, like that which we have seen in Hamilton-Wentworth, and ensure that throughout the province there is a keen appreciation of the very creative efforts that have been developed locally in such communities as Hamilton-Wentworth, to name but one. There are a number of others I can cite—but in the presence of my NDP critic, who is from Hamilton; I am sure he will agree with me in that connection—we have also committed ourselves to the development of entrepreneurial studies courses at the secondary level, a draft guideline for which will be available in the very near future, because we believe that for a very considerable number of students in school, business does provide a real career choice and opportunity that we want to encourage and stimulate. Certainly I am very pleased with the progress we have made in that area.

Mindful of the clock, I will move quickly to three or four others.

Mr. Chairman: You are doing a great job so far.

Hon. Mr. Conway: I am trying. I know this is something new for at least one of us. I did not mean that the way it sounded.

Mr. Chairman: No, not at all.

Hon. Mr. Conway: Computers in education is an initiative we have been reviewing since taking office. We have made a number of changes, not the least of which was recognizing IBM which met the start-up requirements set out by the Ministry of Education. As well, we have been placing increased emphasis on software development and dissemination. We have a project currently under way at the Centre for Primary and Junior Education to focus on the development of good computer software for that critical part of the educational continuum.

1600

There is no doubt this whole program of computers in education is going to have to be funded in a significant and reliable fashion. I do not think it is a secret to those who are experienced in the educational debate in this province over the last five or six years that the previous administration began with a commitment in the early 1980s, much of the funding for

which was, shall I say, extraordinary, not to say misplaced but certainly extraordinary.

As we gain experience, we are moving forward to increase the funding and to provide funding in a way that recognizes there is more to computers in education than buying the hardware or even developing the hardware. There is, very importantly, the questions of software and professional development. The educational leadership, the teacher leadership in the province has been very constructive in indicating that the computers-in-education initiative is really going to be only as effective as the ability of the teacher to make the best use of the material and the equipment.

Renewal of science is another initiative we have announced over the last year. Recognizing the growing importance of science and technology to the province and to the country, and recognizing that a few years ago we had a report from the Science Council of Canada which indicated a number of areas that might well be addressed in our system of education, we have committed \$3 million to a renewal of science education at the elementary level. This renewal is going to focus on a number of areas: the development of curriculum, support for teachers, the development of learning materials in both French and English, and a public awareness campaign to make clear how important and how exciting is the opportunity in science. I might note parenthetically that I saw in the morning paper the very distinguished Prime Minister of Britain apparently participating in a science-is-fun campaign—

Mr. Chairman: It is pretty scary stuff.

Hon. Mr. Conway: I thought you, Mr. Chairman, might like to enrol in that course, knowing of your ideological proclivity for at least some of that stuff.

Northern initiatives—

Mr. Chairman: Chance of an accident.

Hon. Mr. Conway: Well now, Mr. Chairman.

The government has been very anxious to respond to a number of particular concerns identified by our colleagues from northern Ontario. Of course, one of the responses has been the distance-education-access network that I have mentioned. The speech from the throne indicated a desire and a commitment to heighten science and technology opportunities in northern Ontario. Just recently, my colleague the Minister of Northern Development and Mines (Mr. Peterson) allocated some \$8 million to a fund that will be available to the northern school commu-

nity for a variety of science and technology-related materials.

Very quickly, because I am running out of my 15 or 20 minutes, in the last year as well, we held a very successful conference on race and ethnocultural relations. Out of this conference, there developed a great degree of interest and enthusiasm. As a result of the conference, we have done a number of things. An advisory committee has been working on a draft race relations policy that will be made available to school boards across the province that might not yet have a policy. That advisory committee has been hard at work. I expect the final policy statement will be available in the near future.

We have also been at work within our own regional offices to ensure that our staff has been sensitized to the importance of the whole area of race relations so that we will be able to support the various initiatives that school boards have undertaken or will be undertaking in this area. We have had a number of seminars at the regional office level to ensure we are properly able to support this important area.

The matter of heritage languages was debated in the Legislature recently. I see the member for Scarborough Centre (Mr. Davis) nodding. I listened with great care to the debate in the Legislature just before Christmas on this question. I have been working with officials at the ministry to review this very important area of public policy in the educational field. We are anxious to improve the heritage languages offering in a way that meets the objectives of the general educational community.

I will touch on the whole question of religious education and where we are going with this because some interest has been expressed about it. We have had a work group at the ministry for some time. There are really three aspects of this debate. These are the questions of the opening exercises, religious education at the elementary level and the whole question of religious education for credit at the secondary level. We are looking very carefully at our options in this connection. I have profited immensely from the advice offered by my colleague the member for Scarborough Centre and my colleague the member for Hamilton West (Mr. Allen) in this connection. One of the realities at the present time is that much of this part of the educational debate is at issue in the courts. We are anxious to have the matters decided by the courts before we make any final decisions.

I should touch on another matter that might be of interest to my colleagues. I was asked today

where the Ministry of Education stands on the whole matter of acquired immune deficiency syndrome. It is important for me to note that over a year ago we began to work seriously with the Ministry of Health in the preparation of a fact sheet. It has been disseminated through the schools to all the students in Ontario. We have been working with the educational community as well to consider additional action. Additional materials are available through the Ontario Public Educational Panel on Aids. This is an area of importance but it is also an area of genuine sensitivity at the individual and community level. Work has been done and more work is required in this area, but it is going to have to be done collaboratively with school boards and with the educational leadership, as has been noted by a number of people who have been involved in the debate.

I do not want to make an opening statement in the presence of my friend the member for Burlington South (Mr. Jackson) without addressing the finance question and some of the financial issues. It is true that in the last year we have received the report of the Macdonald Commission on the Financing of Elementary and Secondary Education. It has been circulated to the province for response and there has been a good deal of interest in this commission study. The work goes on.

I see that my friend from Burlington simply does what few in this debate do; he puts up a sign saying, "More money, please." I have been listening to that request because my colleagues from places such as York East, Downsview, York North, Middlesex and elsewhere scarcely let a day pass without pressing their capital needs upon me. I know there will always be—

1610

Mr. Jackson: That is the only way to get to see it.

Hon. Mr. Conway: That is an unkind cut, I say to my friend. I have been meeting—

Mr. Jackson: It is against the ministry, not you personally.

Hon. Mr. Conway: That makes me feel a little better.

We have been successful in trying to allocate additional dollars to the capital account. I know that the member for Scarborough Centre is going to get tired of my saying this, but it is true that in 1987 we have allocated \$147 million to the capital account. That is twice what was being allocated upon our taking office in spring 1985. Yes, it is not enough. There will never be enough

to meet all the capital demands. Yes, it is important to make sure that we balance what we have available between new pupil places and renovation and renewal. We are going to continue to work at addressing those needs.

But there are also the operational questions. I might take this opportunity to conclude on what I hope is a happy note. I can only speak for the Renfrew school boards, but not really; there are lots of school boards in this area. One of the areas about which school boards have been persistent in their claims is the funding arrangement we provide, the cash flow question that the member for Burlington South will know well. It was of great concern to the school community in the early 1980s, for example, when school boards were receiving about three per cent of their provincial grant in the first quarter of the calendar or school year. Their expenditures for the quarter were substantially higher than that and therefore many school boards had to borrow money to cover their first-quarter costs.

The case for enriching or improving the cash flow in that first quarter of the school calendar year has been aggressively argued. I am sure that argument was made by the member for Burlington South when he was an effective spokesman for the Halton Board of Education.

I was pleased when the Treasurer (Mr. Nixon) in his budget of October 1985 indicated that he would increase the first-quarter payment from three to seven per cent. I am even more pleased to say that, just recently, he has indicated he is prepared to increase that first-quarter payment from seven to nearly 12 per cent, which is what it will be in the first quarter of 1987. I mention that because my colleague for Burlington South says we need more money. We recognize that there is a need for properly financed educational programs. We are doing our best. I know we will never meet all the needs.

On that note, which I hope brings some cheer to my friend from Burlington South, I will end about 11 minutes over time.

Mr. Chairman: Yes, but you are leaving us happy and that is the important thing. We now will hear substantially from the member for Scarborough Centre, the Conservative critic.

Mr. Davis: I was under the impression, as you were under the impression, that the minister, who was called "windy" in the Legislature today, would go on and on and on as is his norm.

Hon. Mr. Conway: I am sensitive to these charges. I am trying to correct my ways.

Mr. Davis: I know you are.

Mr. Chairman: It is not always best to mirror this sort of activity.

Mr. Davis: I thought I might. Those who are gathered here today are making history because for the first time in 43 years, the Minister of Education is not a Tory. However, one may suspect that the present minister might be a red Tory closeted in Liberal disguise, but we will let that go. It may be of interest to note that the last time a similar situation occurred was April 14, 1943.

Hon. Mr. Conway: Duncan McArthur, right?

Mr. Davis: You are right; Duncan McArthur. He held estimates and the taxpayers of York township were upset because they believed they would be saddled with the cost of a Runnymede Collegiate inquiry of between \$50,000 and \$100,000, according to Leopold Macaulay who was the Progressive Conservative critic at that time. The costs should have been the responsibility of the Minister of Education who initiated the inquiry. As the minister is aware, no debates were written down until 1944 so I did not have the privilege of going through the debates to see what else I might have found.

Not much has changed. During the next several days, my colleagues and I, along with the members of the New Democratic Party, shall enquire as to the effectiveness, the efficiency and the responsibility of the Minister of Education in providing adequate funding, a modern curriculum and excellent facilities and equipment to ensure that the young people of this province continue to obtain the finest education possible and thereby reach their potential as people, acquire skills for employment and make their contribution as good citizens in their communities.

I look forward to the days ahead in Education estimates with a sense of excitement, exhilaration and interest. However, we cannot move in that direction without reflecting upon the past history of a government that left, as one of its legacies to the people of Ontario and to the new government, a first-class education system that is second to none in North America.

There were critics of the past Progressive Conservative government's policies and funding of education, but it was a Progressive Conservative government that initiated such innovations as the credit system that enables young students to advance in the subject areas of their success rather than languish another year in the same grade. In 1968, there was the novel Hall-Dennis report that identified needs and set objectives for elementary grades to the end of grade six. There

was the introduction of values education in the curriculum. Heritage language programs were a Progressive Conservative initiative, as were the linkage program, the recognition of self-government for francophones in Ontario that was the genesis of Bill 75, the implementation of full funding to the separate schools of Ontario and the nine drafts that never became public which certainly form the cornerstone of Bill 30.

Hon. Mr. Conway: Did I not make them public?

Mr. Davis: I forget. Yes, I think you did.

Hon. Mr. Conway: Only on request.

Mr. Davis: Yes, only on request.

Under Dr. Bette Stephenson, the Progressive Conservative Party initiated special educational rights and programs for exceptional children in this province. Long before it became the pet project of our present Premier (Mr. Peterson), we moved into technical education with the introduction of Icon computers, microcomputers and computerized equipment in technical shops. Through the affirmative action program, we took initial steps in addressing inequities for women in the teaching profession. I am most pleased to see that the present minister extended the special grants to assist boards in employing an affirmative action consultant.

The Progressive Conservative government responded to developing concerns in education by commissioning the early primary education project to examine and make recommendations for children in the early years of the Ontario school system. In May 1985, a report was tabled for ministerial action. We still await the action, minister.

The task of the Macdonald commission was to examine the financing of elementary and secondary education in Ontario. It reported in December 1985 and we await the present minister's response. The Shapiro report on the funding of private and independent school systems seems to have found its way to the shelf and is gathering dust. We await its recovery in the near future, and of course, public hearings.

Hon. Mr. Conway: I am still waiting for your response to some of these reports before I determine my final—

Mr. Davis: I would like to see yours first, though.

Minister, the Premier loves to echo the phrase "a first-class" whatever, "a first-class" something. I am sure he would be the first to acknowledge that the new Liberal government has inherited a rich legacy and an exceptional

world-class educational system. It became so because of the leadership of such personalities as the Honourable John Robarts, the Honourable Thomas Wells, the Honourable Bill Davis and the Honourable Bette Stephenson.

Hon. Mr. Conway: Do not leave out George Drew.

Mr. Davis: Well, I left him out.

Hon. Mr. Conway: I say that seriously.

Mr. Davis: Put George Drew in then. Correct it and put in George Drew.

The educational system in Ontario was moulded and nurtured so that it was flexible, innovative and visionary in order to adapt to the many societal changes and the ever-increasing demands for wide special services to meet the needs of the young people in this province.

Partisan remarks aside, Minister, I am sure you will continue in that heritage of providing a compassionate and caring attitude, a vision and a vitality that challenges educators, students, parents and legislators to provide a dynamic and creative educational system that will be the vehicle to enable young people to adapt to, function in and conquer the myriad of changes and challenges that lie beyond tomorrow, in the year 2000 and on.

During the estimates, we shall inquire as to your government's vision for education. I am particularly interested in hearing you comment on the excellence of education you foresee developing in Ontario. Our inquiries will request you to state your goals and objectives and your short-range and long-range planning in providing public education for young people, communications and computation skills that meet society's expectation, programs that will provide young people with marketable skills so they can find employment and strategies your government will adopt in providing lifelong learning experiences within the educational structure for individuals of every age.

1620

We shall inquire into your government's accomplishments over the past 17 months that were specifically Liberal initiatives in education. Where necessary, our criticisms will be severe where your shortcomings have penalized and crippled the delivery of educational services in this province, thereby adversely affecting the development of young students in meeting the requirements of the marketplace and the challenges of tomorrow.

Everyone recognizes that the portfolio of Education is time consuming. You have a busy

schedule, and certainly the additional responsibilities of the Ministry of Government Services further impede your schedule.

When your party formed the government, you promised a fresh approach; there would be open windows and doors, accessibility to you and to the process, and consultation. It is apparent these were but ideals and shadowy promises. Trustee organizations, teacher federations and parents find difficulty in communicating with you. Letters lie unanswered. You refuse to meet with groups such as the trustees of the Prescott-Russell board in respect to Bill 75. Some of the publishers have difficulty in meeting with you, as has the group called Concerned Parents of Victoria-Grey.

Your consultation process is deteriorating. A major economic decision with respect to the transfer of property between boards and what is fair compensation was an arbitrary decision that was imposed by you. There is an interpretation that parents and teachers are not to be a part of the management teams in Bill 30.

You have become a minister at arm's length. You avoid public controversy in education like the plague. You bury your head in the sand and hope the situation will go away.

The separate school board of Metro Toronto desperately needs access to vacant space in the public boards, a premise upon which Bill 30 is predicated, to ensure there is not fiscal escalation in providing services to the separate boards of this province. It has been over a year. Letters have been written, and you have not, to my knowledge, called the parties in to discuss the seriousness of the situation that exists. Consultation occurs only when good things happen and your government gets credit.

I shall be requesting an update on Bill 30. I would like to be apprised of the names and numbers of separate boards which this year requested the extension of their system, as well as the number of separate boards that were informed they would not be allowed to continue extension, and the rationale for this action.

I will be inquiring as to the minister's delay in producing the regulations for Bill 30. I will ask about the number of draft regulations your officials have prepared and why you have rejected them.

In response to the section of Bill 30 for the retaining of public school teachers, I would like to be informed of the number of teachers transferred, those who found full employment, the number on restricted teaching schedules, the number of teachers who must be retrained since

no position existed for them in the separate boards and the amount of dollars in the programs your government will implement for the retraining of these teachers.

I would like you to comment on the implementation of Bill 75 and to respond to a number of questions that surround the issue of self-governance of education by the francophone community.

Pertaining to our question in the Legislature, I would like to know the number of new elections of French-language education council committees that must be held.

Certainly, you can expect some questions on the just-released Roy commission.

I intend to have you explain the Liberal government's minus-four-per-cent solution to educational funding. In two provincial budgets over the last 17 months, your government has reduced the provincial share of financing education by four per cent. Once again, we are witness to the hollow promises of Mr. Peterson and the Liberal government, which created a philosophy of 60 per cent provincial funding for education.

We intend to explore your commitment to eliminating the ever-increasing differentiation between the elementary and secondary per-pupil grants, which now stands at about \$911.

My leader has already indicated our commitment to bridge this disparity within three years. I think you would agree that appropriate funding at the elementary level would result in a more efficient and effective program of early identification of students who require special assistance. Research indicates that the result of improved funding in the primary and junior grades would result in lower social costs in the future.

I call upon you to begin immediately to fund education in this province by a commitment to eliminate the gap in the per-pupil grants between elementary and secondary and to adjust the ordinary expenditure ceilings so that they will more adequately reflect the actual costs of programs. I am sure you are aware that every board but one exceeds the provincial ceilings which reflect the ongoing average operating costs. You are undoubtedly aware that if you had increased the 1984 provincial ceilings by about \$200 per pupil, the number of boards and panels in excess of the new ceilings would change to 19 elementary panels instead of 61, and 50 secondary panels, down from 70.

Your government's lack of initiative in appropriate funding has contributed to what the Ontario Public School Trustees' Association calls a crisis in education. On behalf of the

students and parents in Ontario, we shall ask what your government intends to do to provide new pupil spaces in the rapidly growing boards of education. While you continue to attack this problem with a Band-Aid solution of installing more and more portables, 50,000 students in this province spend all or part of their day in portables. That type of response to the young people of Ontario is just not good enough.

The Treasurer (Mr. Nixon) responded to a question on the government's commitment to 60 per cent provincial funding by praising your allotment of \$147 million for capital funding, all of which, except for 10 per cent, was directed to new buildings. Those funds would allow the construction of nine secondary schools, hardly enough to meet the needs of the regional municipality of York. Therefore, we shall inquire what programs and funding you will commit for the renovation of older schools in this province and for the upgrading of outdated science laboratory and machine shop equipment so that young people receive training on modern equipment. I shall encourage you to divide the capital grants into three units: new school construction, repairs and renovations, and capital replacement and upgrading, as adopted by the Progressive Conservative Party on December 2 as part of our educational policy.

My colleagues and I will inquire as to your government's position on the issue of pooling industrial and commercial assessment as recommended by the Macdonald commission and now by the Ottawa-Carleton French-Language Education Advisory Committee. As well, we would like to know what will happen to the Macdonald commission and what the government views will be on its recommendations, such as program funding.

In special education, our focus will centre on some of the proposed amendments to Bill 82 and your rationale for such changes. On the issue of integration, we will expect you to outline the Liberal government's position and the amount of financial support you will be prepared to commit to school boards for this program to assist the schools in accommodating the exceptional child.

In curriculum matters, our questions will focus on the proposals you will implement in continuing the program of computer-assisted education initiated by the Honourable Bette Stephenson as part of the Progressive Conservative Party policy on technical education. We shall ask your intentions in implementing the early primary education project, heritage language programs—as you suggested, Bill 80—and we will investi-

gate your government's ability to provide adequate funding for supplying schools with the necessary textbooks, learning materials and software programs.

Specifically, after 17 months we shall expect you to explain your strategies for dealing with the drop-out syndrome of young students today, and the issues surrounding the Ontario Schools, Intermediate and Senior Divisions curriculum guidelines. Our concerns will centre on the development of apprenticeship programs, the Futures programs and the general level and basic programs offered in our schools. We shall question you with respect to your direction in adult education, especially programs for remedying illiteracy and adult day programs.

We shall discuss your party's commitment to and funding of day care centres in local schools, a position my party has articulated for the past year as a mechanism to address the need for affordable day care programs for local communities. Some of our inquiries will focus on your government's continuing the previous minister's initiative in confronting the issue of affirmative action. We will ask you how you propose to address the whole issue of sexist language and role models in society in our present course material. We intend to discover your proposals, if any, for providing effective male role models in the primary level.

1630

It has been my party's clarion statement in the past 17 months that it is critically important—if we desire to provide an educational experience that prepares young people for a new, computerized and technical age—to recognize that the provision of hardware will not in itself achieve this objective, which you so rightly pointed out in your speech.

It is imperative, as I have stated, that our teaching staff must receive some form of professional development programs that will sharpen their teaching skills, enable them to adapt new developments in learning theories and child development and provide the opportunity to become experts with the computer as a new teaching tool.

Teacher training and upgrading is a priority for education today. Therefore, we shall request your objectives in this area, as well as your government's commitment to fund teacher professional development.

The public perceives that the child is not adequately prepared in the skills of writing, spelling and reading. As Education critic for my party, I call upon you for the Ontario assessment instrument pool to be refined in co-operation

with the Ontario Teachers' Federation and introduced as an evaluation strategy.

Another initiative by the Progressive-Conservative government, the OAIP would generally diagnose the data that will indicate student achievement in various program areas, permit course and teaching adjustments at the classroom level and lead to curriculum modification at the board and ministry level.

Therefore, we shall inquire what your government has accomplished in the past 17 months in refining and introducing this evaluation strategy in order to facilitate information for the public with respect to program effectiveness, quality of education and student achievement.

Some of us are aware of the Progressive Conservative government's initiatives from 1980 to 1984, whereby the Ontario Ministry of Education and Ministry of Colleges and Universities formed, in 1980, the strategic planning task group composed of some 15 senior educators. Their responsibility was to plan for the future.

The first stage was accomplished in a document called Update '84. In the second stage, we are informed, one of the major objectives will be the establishment of a more comprehensive approach to planning in which both strategic and operational components are fully integrated.

In the article in Saturday's *Star* by Rosemary Spiers it seems to indicate the completion of phase 2.

Hon. Mr. Conway: The article said I am a man of caution.

Mr. Davis: I know. However, I would caution you, in the words of the Ontario Teacher's Federation: "If planning for the year 2,000 is to produce enduring benefits for the schools and students of Ontario, policy formation must be based on educational rather than political grounds."

Hon. Mr. Conway: Say that again.

Mr. Davis: "If planning for the year 2,000 is to produce enduring benefits for the schools and students of Ontario, policy formation must be based on educational rather than political grounds."

Our inquiries over the next several days will indeed focus on educational issues as they relate to the schools, students and teachers of Ontario.

Hon. Mr. Conway: Not too bad.

Mr. Chairman: You read it very nicely, I thought. We have had a wonderful precedent set today, Mr. Allen. We encourage you—

Mr. Davis: Do not let him intimidate you.

Mr. Allen: Do you expect me to follow that good example? I insist on doing otherwise.

Mr. Chairman: Somehow, I presumed you would.

Mr. Allen: I can give you no guarantees as to how long I will be, but I will try to be reasonably short in addressing my remarks to a domain which, taken together in the works of the ministry and the works of the many school boards across the province, comprises an expense of something in the order of \$7.4 billion.

When one recognizes the scale of the undertaking, it is daunting even to begin this process. I am constantly overwhelmed by the ministry and the many things it does and by the boards of the province and the teachers' organizations and the students' organizations. It is a myriad whirl of activity that one tries, without success, to bring into mental compass with some real clarity. I sympathize with any minister who has that task, let alone deputy ministers and others.

I am not surprised that my colleague from the Tory party tried to enter a few footnotes to a past time. History, of course, is my profession and I do not wish to demean that undertaking. History does remain history. At the same time, it is equally true that history is a matter of continuity, and I guess that if the minister is to take credit in some respects for having inherited something of the Tory past that was good, he is going to have to bear on his shoulders the unfortunate things that came with the Tory inheritance. I did not hear many of those from the Conservative critic.

Mr. Davis: I did not know there were any.

Mr. Allen: If the critic had been around here in the days when Bette Stephenson was receiving representations from the various teachers' federations and boards, he would have heard a good deal indeed. I do think that in his attempt to update and bring forward the past into the present he should not ignore those, because they may rise up to haunt him from time to time and he must have his armour polished to deal with those circumstances.

Hon. Mr. Conway: I remember the member for Scarborough Centre (Mr. Davis) in this room about five or six years ago making representations on—

Mr. Davis: Bill 127, which I thought was an important initiative. It is working very well, by the way. Penny Moss, who opposed it, thinks it is excellent.

Mr. Allen: History can be used in many ways. That is all I am saying.

As we begin, we also need to bear in mind that of all the ministries, this one probably comes closest to touching humanity in its most distinctive characteristics. Other ministries deal with preserving our health, with enabling our economy to function more satisfactorily and with the social assistance programs we need to maintain certain minimum levels of social, personal and family life.

The Ministry of Education, along with half of the Ministry of Citizenship and Culture, deals with the more distinctive aspects of human nature, in particular the symbol-manipulating capacity central to all that is human, enabling young and old people to think with clarity by means of symbols of various kinds which make it possible for us even to talk or think about history, let alone anything else.

The good things going on in the education system are sometimes overlooked in these estimates. As critics, we often come to belabour a minister, to find the chinks in his armour and to attack the pattern of underspending that persists, the policies that are developed but not implemented and so on. I do not want to begin these estimates without saying that my visitation around the system and my acquaintance with it as it grows, lead me to be more and more impressed by the many good things happening in so many schools in all parts of the province.

To begin to list or enumerate them is an impossible task. I have most recently been visiting and asking questions with regard to special education. I want to pay my own kind of tribute at this point to the teachers in the classrooms, the administrators in the board offices and the principals who make things happen for special children. There are problems, obviously. There are people who have different views as to what special education ought to be accomplishing and how it accomplishes it, but at the same time, what I have seen in many schools has really been most impressive.

We have, of course, some ongoing problems, and they are ones that all of us have to take very seriously.

1640

In the first instance, there is the fact that funding for education at every level in Ontario remains at an unfortunately low level. In my other capacity as the Colleges and Universities critic, I am constantly belabouring the present minister, as I did the past. He has made some advances, but the level of funding in the university system is still below the national average of the other provinces.

If one looks at the elementary and secondary panels, one discovers, I think, the same thing, and an unfortunate history I hope this minister will do his best to reverse. He has not to date, but I hope he will attend to it.

If one looks, for example, at a graph recently produced in *The Economist* that surveys the real public expenditure on education in the more significant countries which offer public education programs around the world, one sees to one's dismay that over the past 10 years, this country's financial efforts for education show up as one of the most alarming in terms of the shortfall that is there. In comparison to other countries, we spend a substantially smaller proportion of our gross provincial product on education, and now, compared with 1970, across the country as a whole, we run at about 65 cents on every real dollar we spent in 1970.

I admit these figures are not as recent as I would like, but the studies done by David Perry for the Canadian Tax Foundation and published in the *Canadian Tax Journal* a few years ago, marshalling the statistics for the decade of the 1970s through to 1981—I have not been able to find a study that does the comparison systematically province by province since then—have made it plain that over the same decade, Ontario had one of the worst records of the provinces in terms of maintaining its percentage of the gross provincial product devoted to education. In every panel, with the exception of vocational, where the decline started a little later, the figures got worse as the decade progressed, compared with the other provinces.

Therefore, I have to take this larger statement about Canada in relationship to other countries such as Sweden, Holland, Denmark, the United States, Norway, Finland, Britain, Austria, Australia, Italy, Switzerland, Japan, France, West Germany and Greece as telling us a story that is perhaps even a little more alarming for Ontario than it is for the rest of the country.

I know those statistics do not tell us exactly what the starting point was at the beginning of that decade in 1970. None the less, the difference is so dramatic in this chart, and the capacity of some other countries to have moved beyond the real dollar expenditures they expended in 1970 at the present date, suggests we badly need to look at our investment in education.

Certainly, on speaking of the continuities of history, the Treasurer has not reversed the trend that set in during the mid 1970s with regard to provincial funding for education in Ontario. The percentage provided by the province, as against

the school boards, has continued to go down overall. Now it is at the 46-some per cent level for the public system and has dropped to as low as the 34.3, 34.4 or 34.5 level in the public system taken by itself. That surely has to stop.

Hon. Mr. Conway: Can we have those figures again? I did not quite understand the last figure.

Mr. Allen: Taken overall, the share of education funding provided by the province has dropped to about 46 per cent for the whole; in the public sector by itself it is about 34 per cent. Depending upon the board, that varies greatly. There are boards that still get 60 per cent, 70 per cent or 75 per cent from the ministry; there are others that get only eight per cent, 10 per cent or 12 per cent. None the less, taken overall, I hope the minister will tell us something of his intentions to reverse this trend. After all, it was a significant electoral promise of the Premier, in the course of the campaign and previously, that this problem would be addressed and solved over the full course of an administration, which I presume one can take as four to five years.

Like my colleague from the Conservative Party, I think the funding that boards receive has to be looked at rather more discretely by the minister, in particular with regard to the issue of funding renovations, maintenance and capital replacement. As I have spent some time dealing with the Ministry of Education and the Ministry of Colleges and Universities, one of the astonishing things which has struck me is that neither one of them has a regular percentage value of the capital plant set aside year by year for renovation and maintenance purposes. Any business that invests in capital assets tries to do that. Mr. Bovey of the Bovey commission, addressing this issue at the level of the university system, pointed this out quite clearly and suggested an appropriate formula, which has not been adopted by the other ministry.

I would like you to respond as to why your ministry has not seen fit to adopt a consistent, ongoing formula for the maintenance and renovation that the capital plant needs as a matter of course. I think it has been pointed out very dramatically, in a graphic illustration by the boards that have brought this question of capital funding to your attention recently, that the amount of moneys laid aside this year—one does not know about next year or the year after—amounts to a home owner with a \$130,000 house setting aside \$75 to look after the upkeep of the house. That is squandering the resources we have built so carefully to house our education system.

In that respect, I would like to ask you to think out loud for us a little about the problem, for example, that parents in Victoria county have trying to cope with a situation in which their board, in order to provide facilities for its students on a more rational basis, as the board sees it, is tempted by the fact that the ministry provides money for busing, which enables the board to bus the kids to some central location. It also provides building capital funds for them to build a new school, but for some reason or other, is not willing to provide rather lesser amounts of renovation money that would make it possible for schools in existence to be renovated and utilized.

Also, I would like you to respond at the level of some reflection as to the significance of what can happen in small schools. The very recent study commissioned by the Department of Education in Manitoba looked at the assets and deficits of educating children, especially elementary children, in small schools. They came out with a remarkably positive score for the small school. One can list a lot of assets a small, reasonably well run school has going for it.

I put those things together because I think they address a local problem in the province. They also raise some longer-term, more fundamental questions about educational finance and what we are trying to do in the way we structure ever more comprehensive, larger geographical units and move kids to central points and so on.

1650

One is disturbed when Ministry of Education personnel go out to such settings and leave behind such remarks as, "I am upset that children have to get on a bus earlier than 7:30 in the morning." I would have thought one would be concerned about travelling on a bus for a lot less time than that. I want some response from you on those aspects of the funding question.

I also hope you will respond more fully than you have to date—and it was, of course very briefly, in question period and in one or two cases in correspondence—to problems that ethnic parents report finding in the streaming system in the schools. I do not think any of them are opposed to children being assisted apart for some time under some circumstances for certain purposes in order to enhance their abilities or their understanding. Their reports analyse what happens to children who are streamed in the school system. It is evident that there is a very adverse factor working against children from low-income families and from immigrant and ethnic backgrounds, particularly first-generation families.

In connection with that, I want you to address the drop-out problem. It sits there. It does not get any better. In fact, it has been getting a little worse over the last five years. The rate for grade 12 has gone up by 25 per cent over that period, and I called your attention to that. It is evident that the larger number of young people entering high school, particularly in the basic and general levels, find remarkably little reason to stay there right through the program.

I do not believe, and most educators I have talked to do not believe, that the Ontario Schools, Intermediate and Senior Divisions program is helping that. I understand the purposes of the OSIS program and I respect some of them, but I think others were remarkably shortsighted and the implementation has had adverse effects which are beginning to be accounted for. In short, there are a very substantial number of young people in the secondary school system who have no clear objectives.

When one looks at the investment in the 24 or 25 per cent who go on to college or university programs of some \$2.3 billion—taking the whole post-secondary sector by itself—and the investment that is made in those young people, approximately 69 per cent of whom leave school before the end of grade 12, one has to wonder about the equality of education that is at work and whether there is not an inherent unfairness in the system, not to mention some evidence that, without wanting to get into class language too much, there is a sense in which education system is a two-class operation. Mr. Dryden has called our attention to that in a striking form. It is something we all have to spend a lot of time thinking about, but I would like you to respond to that.

With regard to the whole world of adult literacy, which I believe is related to the question of drop-out rates, streaming and the negative impacts that some features of education leave with a certain proportion of the population, I still find it incredible that the lead ministry given that task is apparently the Ministry of Citizenship and Culture. I think that bears an entirely wrong message, that the problem is essentially one of new immigrants, whereas the larger part of it is graduates of our own education system. I am surprised that this ministry is given \$5 million to spend on community groups. I hope it is spending it well. Some of it is being done in terms of studies that may or may not enhance the system. I hope they do.

By contrast, your ministry is spending only something like \$2 million by our last accounting.

If I am wrong in that, I hope you will correct me. Fewer than half the boards are involved in those programs. Your ministry does not have a clear mandate in that area. There seems to be remarkably little excitement about it in your ministry. If one puts the scale of \$2 million against the task at hand of reaching something like 1.4 million people who are functionally illiterate in Ontario, the dollars that work out on a per person basis are remarkably small.

I congratulate you on what you did with regard to the adult education finance issue. I thought that squared that circle quite nicely, and your assuming the 100 per cent cost was a major initiative that I think everybody respected. It certainly got around a lot of problems that were waiting out there to trap all of us.

At the same time, however, I want to recall to you that one of the things you inherited from the past government was a very severe attack upon other aspects of adult education in Ontario, which devastated adult education in some communities and, in particular, in the francophone community. Those were interest courses that were outside the bounds of the literacy definitions and the basic education, the French and English as a second language and the credit courses that are now the restricted area for funding from the ministry.

There were some abuses, and I would understand a minister attempting to correct some of the abuses, but under the rubric of adult education in the interest course sector, some of the most important adult education in many communities and the only opportunities for further adult education that could enhance those people's lives took place. The statistics are simply devastating in terms of the losses that occurred. I hope you will have something to tell us about where you plan to go with regard to adult education.

I also hope you will tell us you are going to put up a major battle to retain adult education in your ministry. I may be wrong, but my sense of "for adults only" was that there appeared to be a drift to insert adult education into the Ministry of Skills Development. Quite frankly, while my comment in my question to you was perhaps rather sweeping and drastic in its judgement of that ministry, none the less, I find it very difficult to position that ministry in my own mind in relationship, on the one hand, to the Ministry of Education and, on the other, to the Ministry of Colleges and Universities.

I find it a ministry that I am afraid is on the way to building an empire by poaching on two other territories. I think its undertakings would be

much better pursued by those two ministries, either separately or by working in tandem where they need to. Obviously, they will have to in many ways, but I do not see the need for that other ministry. Its mandate—skills development—runs a serious risk of distorting many undertakings which I think are properly called education.

For example, in the literacy field, some literacy people whom I respect are very concerned about what is called "literacy" under the rubric of the Ministry of Skills Development. They are very worried that it will impact adversely on what they are trying to do in terms of full and proper literacy education. Schools, teachers and boards are concerned about the offering of what appear to be either surrogate credit courses or near-credit courses in fields that are taught by the school system.

1700

There is an argument that one reason why the Ministry of Education ought not to be in adult literacy or in the adult skills field is that adults do not want to go back to a school where perhaps they have not had good experiences, which they are trying to put into their past. To my mind, this argument does not hold a lot of water. It ignores the fact that a lot of people out there do not have those feelings about the school system and do not mind going back to those institutions. Second, there can be constructed arrangements, such as the ones you referred to, whereby boards, in alliance with community groups and so on, can work in many different settings throughout the community.

I hope the minister will work actively through his ministry to facilitate the creation of councils of adult education in communities all across this province. We need to consolidate in a more satisfactory way all the undertakings that are there. Yours is the best ministry to frame a bill of rights for adult learning in the community. I hope you will undertake to extend financing still further in appropriate directions to assist the boards and groups in the community that are undertaking to work in those fields.

I hope we will be able to talk a little about what you are proposing to bring forward by way of response to the responses to your amendments in Bill 82. I look forward to discussing the question of religious education in public schools, certainly a very complex but unusually important question. I trust that we will be able to have some time to discuss the questions I have raised with you on another occasion, namely, programs of nuclear awareness in the school system, affirmative

action, testing and a number of the other issues you have raised.

In concluding my general opening remarks and concerns, might I ask at this time that we have at least one of the commissioners—perhaps Mr. Newnham himself—from the Commission for Planning and Implementing Change in the Governance and Administration of Secondary Education in Ontario to come and give us a full report on the state of implementation of Bill 30? I would also like a fuller report than you have provided for us, perhaps from Mme Carrier-Fraser, on Bill 75 implementation. I look forward to discussing Mr. Roy's report at a little length in this committee and in the context of these estimates.

I also note, in closing, that we might spend some time discussing native education in the province. As a Legislature, we need to begin looking rather more closely at that subject. Native people in the province are now beginning to be eager to take on the responsibility for education themselves. In fact, they do have responsibility under federal agreements for running many schools across the province. There is no reason why that should not happen, but, of course, it must be done with as much assistance as possible.

I look forward, over the next year, let us say, to the minister helping us all to have a closer look at what is happening in terms of native education across the province, so that we can have a good close look at it and perhaps next year at the estimates have a much fuller discussion of what we, as a Legislature, ought to be taking on as our responsibilities.

In a similar area, I hope he will perhaps spend a little more time with us on the subject of race and ethnic relations in the school system. I have been a bit concerned that your statement has been a little slow in gestation, if I can put it that way, inasmuch as some boards are troubled. I know one board close to home which is not troubled by large racial issues and another which now seems to have a cluster of them on its doorstep. Both seem to be making rather slow progress in developing a statement and protocol of their own around that whole issue, which I think is dreadfully important.

Some boards, I think of the North York board, for example, have major problems in that area and have, indeed, undertaken some of our innovative responses. It would be useful for all our boards across the province to be looking at this in a more healthy fashion, rather than suggesting, as have some trustees I have heard in

my own locality, "If we develop a race relations policy, then we will be admitting that we are a racist board," which is a very perverse kind of logic. None the less, it is the kind of logic some people engage in sometimes when they get into this kind of issue.

With that, I leave my opening remarks, and I hope to come back to some of those subjects in greater detail with you as we proceed.

Hon. Mr. Conway: I would like to make two very quick comments. I very much appreciate the indication from the critics as to particular individuals and subject areas they would like to address. We have been making copious notes of the individuals. There will be no difficulty whatsoever in having Mr. Newnham come from the planning and implementation commission. He has been put on notice. Mme Carrier-Fraser is here.

You mentioned discussing the Roy report. I would say, particularly to the member from Scarborough Centre (Mr. Davis), if he wants in any way to add to that list, as much notice as we can have would be appreciated. This is to facilitate individuals being prepared to be here and so that you, in your inimitable style, Mr. Chairman, can order the business of this committee most efficiently.

Mr. Chairman: That leads right into what I was about to talk about. In Health estimates, we set out special days to deal with mental health issues. That became a special focus of the committee for a number of days, with a number of deputations, presuming initially that would all be done in one day. It took up three.

I have three written down. What are the other groups we want to have? I have Bill 30, Mr. Newnham; Bill 75, the Roy committee—

Mr. Allen: I suggest Mr. Field from the Education Relations Commission.

Mr. Chairman: For the same purpose?

Mr. Allen: To discuss the issue around the Ontario English Catholic Teachers' Association bargaining arrangements and so on. I think it would help the committee to have a discussion on that and know where he was coming from in that whole issue and the reasoning behind the way it was resolved and so on.

Mr. Davis: There are lots of staff around who will be able to answer questions that we want to raise.

Mr. Chairman: There should be. I think a number of the matters would normally be considered straight estimates business, etc., but these are for expanded periods. We are presum-

ing here you would like us to try to bring people in for an update on Bill 30 and its implementation; on Bill 75; further discussion around the Roy paper and Ottawa-Carleton; and then somebody from the ERC on the question of jurisdictions, etc.

Hon. Mr. Conway: Can I ask a question?

Mr. Chairman: Will we try this for the second week? Is that easier for your people?

Hon. Mr. Conway: With some of those people, we could arrange—for example, if you want to do Bill 30, we can do that. We can do any of these. These people have all been put on notice. We are at your command.

Mr. Chairman: What is your feeling? We have a little less than an hour left today, traditionally. Now we go back to a sort of rebuttal approach and then go on to the first line item and take it from there.

Hon. Mr. Conway: I have a question about the Roy study group. What is your preference? If you are just putting me on notice you would like me to speak to it, that is fine.

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Mr. Chairman: If you want to do that, we can do that as part of the general run of the estimates. If you wish somebody like Roy or somebody else to come in—

Hon. Mr. Conway: Or Jean Comtois, who is the regional director, Eastern Ontario region, and secretary to the committee. We could make him available on very short notice. Which would you prefer?

Mr. Chairman: Let me get an idea from the members about how they would like the ordering of this. We will have the main office item as soon as we finish the minister's response, which will probably be as brief as his opening remarks and, therefore, allow us to get right at that today. Under the main office we can deal with any of these special matters before going through the rest of the items, if you would like to, or we can go through the other items and then come back to these four special areas, whichever you prefer. I am in your hands.

Mr. Allen: Personally, I would like initially to spend at least tomorrow on the miscellaneous items we have raised around funding questions; for example, dealing with the issues that arise around matters of drop-out, grade streaming, the Ontario Schools, Intermediate and Senior Divisions curriculum guidelines, and adult literacy issues, questions like that.

Then perhaps we can have Mr. Newnham come in on Thursday. I am not sure we will need the full afternoon with him.

Mr. Davis: I have no objection to Mr. Newnham coming in on Thursday if we want to do some stuff on Bill 30.

Mr. Chairman: I gather I am hearing from both of you the presumption that we will not need him for the full period, but maybe for an hour or so. Is that what I am gathering?

Mr. Davis: I hesitate to say for only an hour.

Mr. Chairman: Why do not we schedule him from the outset?

Mr. Davis: I think some of the issues we have are fairly clear issues, but on the same point, some of my colleagues may want to come and ask questions of him the next day.

Mr. Allen: Mr. Newnham's candour should stimulate more than hour's conversation, as I recall.

Mr. Chairman: We will schedule him at the outset then, after the beginning of orders of the day, on Thursday and see how long it runs. If we feel it is well explored, we can move on to other items under the main office item. Then we can deal with whatever you like. Then next week we will perhaps start Monday with something on French education, Bill 75.

Hon. Mr. Conway: If we do that, then it might be useful to put Jean Comtois in so the two are together.

Mr. Chairman: Why do we not do that? On Monday we will deal with those two matters. Then we will deal with the Education Relations Commission, starting off—how about the final day, the Thursday, which will leave us another day to deal with some other matters in between?

Mr. Davis: The ERC will be next Thursday?

Mr. Chairman: Yes.

Hon. Mr. Conway: If it is agreeable, if we are going to have Bill Newnham in on Thursday of this week, will we keep items related to Bill 30 for that day?

Mr. Chairman: Yes.

Hon. Mr. Conway: That is fine.

Mr. Davis: What days do we meet?

Mr. Chairman: Mondays, Tuesdays and Thursdays, and we should complete the hours approximately ending next Thursday afternoon.

Mr. Davis: How many hours altogether?

Mr. Chairman: We are allocated up to 15. Are there any problems?

Hon. Mr. Conway: No. I was just going to take you up on your very kind invitation to respond briefly.

Mr. Chairman: I think we have this settled, so why do we not have a brief response from the minister to the opening statements?

Hon. Mr. Conway: It is so good, you are not going to believe this. There are really just two things I want to say.

The first is to my friend the member for Scarborough Centre. He stings me with his criticism that I am less than available and less than willing somehow to meet with the educational community. I can appreciate how that might be his sense, although it concerns me that it would be, to be perfectly frank. I have tried, recognizing that it is a wide and wonderful mandate, to travel, to consult and to be as accessible as is reasonably possible to be in the modern age of these kinds of responsibilities. I take quite seriously what he said and I shall try to amend my ways to make him feel less anxious about my accessibility.

It is always my view that one learns a great deal by meeting with students, teachers, trustees and the community at large. I have spent a fair bit of the past 19 months on the road with various pieces of legislation and also with my staff going from places such as Cornwall in the east, to, unfortunately, a fogged-in airport at Summer Beaver in the very far northwest of the province, where I was anxious to spend a winter weekend last February looking at some very creative programs in native education.

I was thinking of my failed trip to Summer Beaver as the member for Hamilton West (Mr. Allen) was highlighting that very important part of the educational mandate. It is true, and my staff could probably tell you better than I can, that something like 3,500 invitations come in to the Minister of Education every year, regardless of who it is. I hear the personnel in the office do not really change the numbers of invitations.

I have tried to spend a lot of time with the leadership but also with students, teachers and parents in the schools they are resident in. This has taken me throughout the province and I am going to try to keep it up. As I say, I note very seriously the view of the official opposition spokesman. I do not agree with it but I am going to make sure, to the extent that he is concerned—and I believe he is—that I increase his comfort level about my accessibility.

The other point I want to make is in response to the comment from the member for Hamilton West about what he has felt as he has travelled in

recent times, visiting schools in various communities in the province. I do not want to sound Pollyannaish when I say this, but one of the great things for me in becoming Minister of Education is that it took me back to the schools I left 12 years ago on coming to the Legislature. In the intervening years, I had not spent a great deal of time in school, the need for it notwithstanding.

As the member for Hamilton West describes, it is true to say there is a lot of very exciting activity taking place in the schools of Ontario. We have much of which to be proud. The community, as represented by parents, students, teachers and trustees, deserves a great deal of credit for a lot of creativity and tremendous amounts of innovation.

Yes, there are always problems. There are never enough dollars. There are any number of difficulties that have to be addressed from time to time. Before we began, I was saying to the member for Hamilton West, who is a very fine historian, that I spent some of the weekend reading a recently published biography of Sir James P. Whitney, the first Conservative Premier of Ontario. It is wonderful. I might, in a provocative moment, bring it and read selected lines for the members—

Mr. Chairman: Save it for the House.

Hon. Mr. Conway: No. I will not do that. I fell off the wagon. I will not do that again.

However, it is really interesting. As I was finishing up the book on the weekend, I thought, God, some things really do not change a great deal. J.P. had some very definite views about public education and about the relationship between the department and the school board. He had some surprisingly definite views about rural school boards that I am sure do not represent the current view of the official opposition in this connection.

It is true to say there will always be challenge and there will be some measure of difficulty. For me, one of the most enjoyable parts of the job has been getting out into schools and into communities to see the kind of creative energy that characterizes so much of what is being done. Someone once said to me, shortly after I became minister: "Well, Conway, you are really in for it now because this province has 8.8 million people and we have 8.8 million educational experts. Good luck."

There is a certain truth in that. We have all had an experience with the school system, certainly as students, in many cases, as students and parents or even as students, parents and trustees, and in the teaching responsibility. It is important,

notwithstanding the challenge and the change, that there are many very good things happening, thanks to a lot of very committed, dedicated people. I think we should recognize that in the fashion that the member for Hamilton West properly did. That is all.

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Mr. Chairman: It seems to me that after I had been out for 12 years I still owed about 12 years of detentions, as I recall.

Hon. Mr. Conway: We have new policies for people like that.

Mr. Chairman: Has that changed? I was afraid they would come after me, like with the student loans, at some point or other.

Mr. Jackson: Let alone returning your books.

Mr. Chairman: Mr. Jackson has put himself on the list. It was something you said—I cannot imagine what it was—about being accessible, and I think he is just taking advantage of it. Mr. Jackson.

Mr. Jackson: Indeed, I was delighted to hear the minister's reference to his new-found resolution to become more accessible to school boards; at least, it was going to be a conscious effort to be more accessible. In that regard I ask the minister, as his earliest commitment to this new resolution, if he could respond to the correspondence, dated December, from the Halton Roman Catholic Separate School Board and signed by my colleagues in the Legislature, the member for Oakville (Mr. O'Connor) and the member for Halton-Burlington (Mr. Knight). All three of us enjoined that letter requesting an eminent meeting with you.

Hon. Mr. Conway: Eminent or imminent?

Mr. Jackson: No, eminent, Your Eminence. Now that you have kindly offered in this public fashion, we would ask that you respond to the separate school board and facilitate that meeting as quickly as possible.

Hon. Mr. Conway: I will certainly look to that correspondence. I will just say two things. I recall one of the most thoroughly enjoyable encounters of the last year, or maybe the last 15 months, was a two-and-a-half hour session I spent with a representation from both the Halton public and separate school boards. I forget where we met; it was not in Burlington, but Milton perhaps. We had a very delightful, fairly productive discussion with the very interesting and innovative folks at the Halton boards.

Not too many weeks ago, somebody came up to me and said: "I am from the Burlington reading

club and we have this wonderful group of people who are very interested in books. Would you come to see us?" I am going down to Burlington to speak to the reading club in a couple of weeks.

I do not know whether this has anything to do with my job as Minister of Education but they seemed like a very lively group of individuals with a keen interest in books. I will make sure the member for Burlington South (Mr. Jackson) gets an invitation. I would love him to come. I do not know whether the speech will be worth listening to, but we are going to talk about books.

Mr. Jackson: As the minister well knows, the halls of the Ministry of Education are filled with the excellence of educators from the Halton system. I know this is nothing new to the minister.

Hon. Mr. Conway: I will look at the particular correspondence and get back to my friend very shortly.

Mr. Chairman: The thing I worry about is that if all ministers start responding to correspondence quickly, what happens to the noble tradition that McMurtry set here where he never replied before six months were up? You always got upset if you got a quick response from Roy back in the old days.

Hon. Mr. Conway: Mr. Chairman, having spent some many years in the other place, I can only tell you that there is no anguish like the minister's correspondence, so in an imperfect world—it is always the minister's fault, too. Your point is well made and, with the able assistance of my senior officials, I am trying to expedite the mails that have always caused some grief.

It has been true that some ministries function more efficiently than others. I always used to phone the deputy minister for highways once a year and congratulate him for sending me the best responses in the shortest period of time. It was never clear to me how they did it over there. I hear they are still doing it. We are trying to get the same efficiency.

Mr. Chairman: We will go to Mr. Allen. I think what we will do is just move from subject to subject, with either of the critics raising subjects at will. If individual members wish to get in, just catch my eye.

Mr. Allen: I would like to get us off on our list of items for discussion by asking the minister to respond to the major problem of education funding in Ontario. I know he has a commission report that is out there and gathering responses, apparently slowly but surely. I wonder whether he can tell us where that is at and when he intends

to bring that back to us with some kind of recommendations or responses himself.

The document itself, I must say, I read as being essentially a restraint document from the Tory era. However, nothing I have seen in education and finance under the government you represent has indicated to me that the tide has really basically turned. As I told the Treasurer after his first budget, it is a very Tory budget, with all the proportions exactly the same as in the past Tory budget and on the same trajectory of increment or loss and so on, ministry by ministry. There was really not much change going on.

I was delighted, at least, to see that at your snowbound weekend you rejected the advice of a social scientist, two businessmen and a science-fiction writer that government be reduced and that the party should adopt the politics of short-term pain for long-term gain, which I could just see heralding in another whole era of dramatic education cutbacks. It certainly would have got the minister in a lot of hot water, more than he is to date, and he has not yet been immersed too deeply in hot water. He is still a new minister.

I guess that goes to tell us why social scientists, businessmen and science-fiction writers are not politicians. Do you really look forward to redeeming the Premier's promise to make any headway against moving back up the ladder, towards 60 per cent funding, in the course of any period of time at all? I can put it in the most open dimension. Are you even thinking of going in that direction? If you are not, I am not sure where we are really headed in education in Ontario.

Hon. Mr. Conway: I have a couple of observations. I have to take issue with my friend's comment that he alleges he put to the Treasurer, that things have not changed. I think, when one looks at the spending envelope for elementary, secondary and post-secondary education in the province over the last 16 or 18 months, there has been a significant improvement. I know it is not all that had been requested and that is as it probably should be. If it ever got to the stage around here where people, including ministers, got all they requested, we would probably have to revamp the whole internal dynamic of government and politics.

However, it is true to say that in the first two budgets there has been a turnaround in the funding of our elementary, secondary and post-secondary education.

Mr. Allen: You can argue that for universities, possibly, but I do not think you can argue it for —

Hon. Mr. Conway: I am taking you at what you said. I look at literature I receive from the so-called client community. I even saw an ad in one of the national newspapers, speaking for the universities of the province. I did not bring the ad with me, but it certainly indicated a certain positive attitude from that quarter as to the funding.

Mr. Davis: Would you like the paper?

Hon. Mr. Conway: I have got it here and it is pretty clear that, while the trustee community is not happy in that more was not done, the literature to which my friend makes reference makes it very plain that there is a real sense that things have improved.

Governments are able to spend only the money they have available. Yes, I will continue to press for the resources I believe our ministry requires to fulfil its mandate. We have the report to which the member from Hamilton makes reference, a report of some 55 or 60 recommendations, setting out a whole series of ways and means to improve the framework of educational finance. Some of the boards, my own for example, are very unhappy about the fact that they do not qualify for the so-called northern goods and services weighting factor. They feel—if you have not heard that, Mr. Davis—

Mr. Davis: I have heard that. I was going to ask you because I am interested in the response.

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Hon. Mr. Conway: I think that recommendation, as others in the Macdonald commission report, requires very careful analysis and I am hoping to move on a number of those at some point in the not-too-distant future.

One of the recommendations of the Macdonald commission on financing of elementary and secondary education, as I recall, is that you should government-improve the cash flow of the school boards in the first quarter of their calendar year. I am happy to say that this year we will flow about 12 per cent to school boards. That is not bad. It is a significant improvement over the three per cent that—dare I say it—the previous administration found itself with in the early 1980s.

The Macdonald commission says you have to address the capital account. In our own way, we are trying to do that. We are not going to turn the Queen Mary around overnight—that is the ship. I

do not expect we can and I do not want anybody to—

Mr. Davis: Oh, oh, oh.

Hon. Mr. Conway: The member for Scarborough Centre was looking at me somewhat shocked.

Mr. Davis: I should expect so.

Hon. Mr. Conway: I was unclear.

Mr. Allen: Through the minister, can we get a better handle on where we are at, as a province, vis-à-vis the other provinces? Does your Deputy Minister or your financial officers in the Ministry of Education know of studies that I am not aware of, in which we can get a more updated account than that of the Perry study, which unfortunately ran from 1971 to 1981? I think it would be useful for us all to get a sense of where we stand as a province in terms of the proportion of the gross provincial product that we spend compared with other provinces.

Hon. Mr. Conway: I will check with our finance branch to see where we are with those interprovincial comparisons. I will get that information, such as we have it, as quickly as I can. However, let us come back to the Macdonald—

Mr. Allen: Before you get back to Macdonald, I think we should all remember that cash flow is cash flow. It is not new money.

Hon. Mr. Conway: Oh, but I am listening to school boards. This is a good point. However, the fact of the matter is, school boards say to me, "Listen—"

Mr. Allen: It makes a great difference in their operation.

Hon. Mr. Conway: It does. It makes a big difference. Because they have had to go out and borrow the money. We have listened. There seemed to be a consistent pattern. Macdonald said it should be done.

What are we doing to respond to Macdonald? There is one practical measure that has been adopted that accords to a Macdonald commission recommendation.

Let us talk about Macdonald for a moment. What does he say? What do the commissioners say about an appropriate level of provincial support? As I recall, the Macdonald commission report suggests there should be a provincial commitment of 60 per cent of approved costs. If you talk about approved costs, and talk about the here and now, instead of 46.44 per cent or whatever we were at, we are at—

Mr. Davis: It is 44.9 per cent.

Hon. Mr. Conway: If you take the approved cost as the basis against which the provincial support rate is to apply, then we are rather close indeed. We are at about 54 or 55 per cent.

Mr. Allen: With all respect, that is a rather neat bit of dancing.

Interjections.

Mr. Allen: I am still on my main question. To shift the ground entirely in terms of your definitions of percentages, what we are measuring the percentage of, the whole history of this issue has not been 60 per cent of approved costs. I think if you were to ask me whether I felt the frame of reference, the assumptions and even many of the proposals of the commission were ones I was wanting to endorse, I would have to tell you I have some very negative feelings about the commission. It does not grab me very strongly for you to be giving me this information back from the commission itself.

Hon. Mr. Conway: As a reasonable man, I say to you, do you suggest for example that there ought to be a fixed provincial rate of X per cent against an unfixed total expenditure?

Mr. Allen: No, of course not. What I am saying is quite clear—and I think my Tory colleague would make exactly the same point—that boards, in the practice of applying their mandate in the field and providing the services their communities mandate them to provide, now are running so far above the ceilings of approved expenditures it really is not possible any longer to think that one should be using the existing ceiling.

Obviously, one wants to fix a rather different level, clearly not a limit that, no holds barred, indicates "we will give you such and such a per cent of anything you spend," because that would be massively unfair across the province. Some boards could so incredibly outspend others that even the differences in quality and the extent of educational services that exist in the province now would become massively more unbalanced just by virtue of pouring more money into an unlimited target. I totally agree with you on that.

Mr. Chairman: Mr. Davis is catching my eye, basically on a point of order. So that we are all clear about how we are operating, perhaps I can go to that.

Mr. Davis: I need some assistance, as the minister is new to this position, being in the chair for estimates instead of here, as he used to be on the education committee in 1983 and 1984, asking questions of the then minister.

Hon. Mr. Conway: I used to sit right there. That is exactly my chair.

Mr. Davis: I would like some guidance from the chairman in a couple of areas. With respect to asking questions, I know it is possible for one critic, either one of us, to tie up the minister for the whole time. Will there be a set time that we can ask questions? Will we have something like 10 minutes to ask questions and responses, then move? How will you handle it? Will you just let us flow free?

Mr. Chairman: I was going to try to let it flow freely and keep an eye on it, but if together you wish to come up with an agreement on time-sharing, I am open to suggestion.

Mr. Davis: If it just flows, we do not have to do that.

Mr. Chairman: Otherwise, what I was planning to do was to alternate between you and let members in. For instance, Mr. Cordiano had indicated he wanted a supplementary. If people started to feel they were not getting a fair shake, they would then let me know, and we would deal with it as we go along.

Mr. Davis: Okay, that is good. The other question I have is general. This is main office. We can ask anything. If, for example, I wanted to ask the minister how much of his budget he spends on about nine items, such as communication, entertainment, travel and so on, do I just ask that and then he goes away with it and comes back and answers it for me the next time?

Mr. Chairman: There are some days when he actually knows the answers right away.

Mr. Davis: All right.

Mr. Chairman: The key would be that if you have the kinds of questions that are likely to require getting information, it would be wise to put them in these first couple of days so that you are sure that by, say, the beginning of next week, you will have the answers there before yourself to go back at them.

Mr. Davis: I have some already.

Mr. Chairman: My presumption about how we are going to operate is that, because you are going to have specialized discussion on these other matters we talked about, we would deal with everything under this first vote entirely, all the way through, and then at the very end we would pass all the votes together.

Mr. Davis: Okay. That is what I was going to ask for, because that is the way I like it.

Mr. Chairman: Is that understood, Minister?

Hon. Mr. Conway: I appreciate your advice, because you should be very worried about any minister of the crown who could answer offhand with the specificity required for those questions.

Mr. Davis: I thought you would be able to do that.

Hon. Mr. Conway: I can assure you I do not carry that kind of information around in my head, but I will be happy to take all the questions and provide full and speedy responses.

Mr. Chairman: Sometimes there are other people you bring with you who have this information.

Hon. Mr. Conway: I think that is fine, but ministers who retain that should be investigated.

Mr. Chairman: Is that a motion? Can we have a motion?

Hon. Mr. Conway: No. I am sorry.

Mr. Davis: I seem to recall some ministers who do that.

Mr. Chairman: We will go back to Mr. Allen then, since he was on a point.

Mr. Allen: I would like to get the minister to clarify what on earth the Premier ever meant in his election promise to move back to the 60 per cent level of funding over a period, I presume, of four years. I would have thought that promise would have been made in the context of the debate to date, which looked at total board and total provincial contributions and simply registered the percentage, and that was the way the figure was derived.

Hon. Mr. Conway: The party has never denied, and I well remember my colleague the then critic for Education and now Minister of the Environment (Mr. Bradley) speaking to this point in this room, and I am sure you will remember it better than I, Mr. Allen, that we have felt a provincial rate of 60 per cent is an objective to be pursued. That is the point of the Premier's comments during recent consultations with the public. However, we have to recognize that there are a number of factors at play within that.

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If we decided today that we were going to move to a 60 per cent provincial rate of support tomorrow, there would be a whole series of attendant questions that would have to be addressed as well. Not all those questions were raised by the Macdonald commission. You may like neither its putting of the questions nor its response, but those are the kinds of questions that have to be worked out.

Certainly, it is my intention to continue over the coming months the review of the many recommendations that were contained in the Macdonald report. If you want, I will give you a list. There are a number of recommendations we have already moved to accept, more or less, such as the one I just mentioned. The one on capital is another.

As you can imagine, there was a great deal of interest in the community about Macdonald. We initially set a date of August 1986 for a response to that. For very good reason, we were asked to extend that, and we did extend it into the fall, as I recall. We have been very carefully assessing the many responses to Macdonald in the last while. It is going to take me some time yet to filter through all that and come to some kind of final determination on the several recommendations.

It is a very complicated and crucial question, which obviously has to be dealt with. There is widespread recognition that the system we have had for lo these many years has lost some of its sense of equity and responsiveness, and we are trying to find a better way. I do not want to minimize the significance of that challenge.

Mr. Chairman: I will give Mr. Allen the next five minutes. That will allow about 15 minutes for Mr. Davis until the end.

Mr. Allen: Let me broach the question then. Obviously, the Premier is going to have to make the promise again in another election, so we will have to leave that one aside for now. I do not expect there will be any more resolution of that issue between now and then.

Coming to the capital funding, the renovation maintenance money, are you at all sympathetic? Are you prepared to think creatively about establishing a separate renovation maintenance replacement fund that would be based on the capital value of the education plant? Obviously, this would have to be worked out with the boards, and the boards would have to take their own responsibility. You would jointly share that responsibility, but you would have a fund that would be worked out, taking a fair proportion of a normal business assessment of the cost of maintaining, renovating and replacing a capital plant, apart from your capital construction and new money for that.

Hon. Mr. Conway: We have a capital grant plan that the chairman will know about in significant detail. I believe that has five categories. I can have Dave Kennedy, the head of the finance branch, here very shortly to take you through the specifics, but it already incorporates much of what you suggest. Of course, to a real

degree, the whole grant plan turns on the amount of allocation the ministry can pry out of Management Board of Cabinet in any given year.

The difficulty we have had—and I will get the data for you; I do not have it with me right to hand, but it is prepared—is that in the last two years, and certainly in 1986, we have increased the share of the overall expenditure on the capital allocation to renovation and renewal. By renewal or renovation, I sometimes mean adjustments required for program purposes, but it is often simply a matter of upgrading or renovating and renewing an older facility.

For example, in the budget of the fall of 1985, there was a special allocation, a large chunk of which went to just that purpose. We were able to pick off a number of projects that had not been addressed simply because there had been a flat line through the period 1981-84, where the previous government was spending about \$65 million to \$70 million annually. That meant, quite frankly, that a lot of the requests for renewal and renovation with, as you describe it, roughly 4,800 schools in the province worth an estimated \$12 billion to \$13 billion, were not being met.

We have tried—and I will share those data with you tomorrow—to turn that around. There are two problems here, to be perfectly frank. First, we have areas of growth in this province. Relatively speaking, there are not that many, but where there is growth, it is explosive. When you take the total number of school divisions or school board districts, we have approximately 170 school boards. I think both of you know what I am talking about. York region, Durham, Dufferin-Peel, Carleton—

Mr. Davis: Parts of Scarborough north.

Hon. Mr. Conway: And parts of Scarborough. Quite seriously, let us take York region, for example. It is explosive. There is absolutely unprecedented growth in that area. There are no schools to speak of in many parts of the region. The member for York Centre (Mr. Cousens) comes in and says: "Minister, you have to do something. There is nothing there. People are moving in. Kids are going to be ready for school in September and there are no schools. You can appreciate—

Mr. Allen: I appreciate the great demand there is in those areas for new capital facilities, but what I am really trying to get at with you is that once you and the boards, wherever they are, have established a new capital plan of some kind, where is your responsibility? The community expects you to maintain it somehow. Presuma-

bly, at that point, the Treasurer ought to accept an entry on the ledger that would say: "As of this time forward, there is a certain percentage of the capital value that needs to be allocated in a certain way. Regardless of other financial demands, those investments must be maintained." Those then become fixed costs to government, in effect.

Is that not the way your ministry would try to persuade the Treasurer?

Hon. Mr. Conway: Yes, and if by that you mean—

Mr. Allen: It is certainly not so at the moment. The amounts that you have been talking about and telling me about, the increases this last year, do not really approximate the formula that one would normally talk about.

Hon. Mr. Conway: We have made the general allocation for 1987, but the specific breakout of what will be spent in individual categories will not be done until April of this year.

I have said I am going to do the very best I can to ensure that there is an overall increase in the capital allocation and, within that, that there is an increased portion allocated to renewal and renovation. I do not dispute what you are saying. In principle, we have to agree on the kind of difficulty we have seen over the last decade.

It is one of the realities that we face right across government that we went through some tough years from 1975-85. We certainly did not make the kinds of allocations to capital renewal and renovation that we ought to have made, whether in education, health, highways or what have you. Now we are going to have to play catch-up.

Mr. Chairman: We will probably come back to this tomorrow. Mr. Davis, you said you wanted to get in a number of questions.

Mr. Davis: Yes, and you tell me if they are the kind to ask. I do not know.

Mr. Chairman: I never censor the dialogue.

Mr. Davis: Are there any costs related to community colleges and universities in your budget? Do you fund them? Remember, they are both under one ministry. Are colleges and universities a separate unit with its own budget?

Hon. Mr. Conway: I will let my deputy deal with that.

Dr. Shapiro: The answer to that is both yes and no. It certainly does have its own budget, and we have just completed in the last week a series of agreements that will break out some of these. In fact, we have provided a number of services for colleges and universities that have been

charged to our budget and our general entry in a variety of different ways. We have just completed the arrangements for separation, so to speak, both staff-wise and budget-wise, so that will be much less the case in the future than it was in the past.

Mr. Davis: There are a number of questions, minister. I would like to be informed of the amount of your budget that is spent on communications, entertainment, travel, outside contracts and who they were awarded to and for what purpose, speechwriting, what companies received the awards and how many, brochures—
1750

Hon. Mr. Conway: My kind of questions.

Mr. Chairman: These are all around him; you mean in the minister's office.

Mr. Davis: That is right; his own office. Advertising: Was there open competition? What companies received the contracts and for how much? What were the projects?

Hon. Mr. Conway: Do you want any comparative data?

Mr. Davis: I do not mind comparative data. I am not afraid of the comparative data. Bring the comparative data and I will look at them, but not really; I am asking you for yours.

There is also your expert advice. Who did you hire for expert advice? What have the projects been? Is Abe Schwartz involved in any way with your computer programs? Will you provide a rationale for the \$358,700 more for increase in staff? Maybe you can do it for me now. What is their salary basis? I do not know whether this is an appropriate question, and maybe the chairman can help me, but can the minister indicate the salaries of the deputy minister and assistant deputy ministers? Can he provide the number of women, francophones, northerners, natives and members of ethnic communities on the ministry staff?

I have looked at your reallocation and I would like to know the qualifications you will be requiring for the person who will fill the position of assistant deputy minister of learning services and administration. Can you provide me with the background qualifications of Mark Larratt-Smith for his position as assistant deputy minister of corporate planning and policy?

Hon. Mr. Conway: He is here if you want to ask him. I will ask him for that.

Mr. Davis: Will you explain the \$58,000 increase in travel? I would like to know how many trips abroad you made last year.

Hon. Mr. Conway: I can tell you that right now.

Mr. Davis: If you can answer them, go ahead.

Mr. Chairman: Do you want to get the list on the record?

Mr. Davis: Can I get the list on the record, minister?

Hon. Mr. Conway: I can certainly answer the last question. I made one trip abroad.

Mr. Davis: To where?

Hon. Mr. Conway: To England and Scotland on a private holiday paid for by yours truly.

Mr. Davis: There was no government—

Hon. Mr. Conway: You got it.

Mr. Davis: You did not make a trip abroad at all as Minister of Education?

Hon. Mr. Conway: I tried to go to Summer Beaver and I am going up into the mid-northern region the next month. Seriously, no, there were no trips. You and I were trying to arrange one, but it fell through.

Mr. Davis: I know that. I was under the impression—

Interjections.

Hon. Mr. Conway: No, listen, I do not mean that; I do not let them block out the north.

Mr. Chairman: At least I invited you to Nicaragua.

Mr. Davis: He did. And I must admit that the minister invited the member for Hamilton West (Mr. Allen), the member for Middlesex (Mr. Reyecraft) and myself to accompany him to look at the Department of National Defence schools. Unfortunately, it did not come across.

Can you explain why \$100,000 is spent on supplies and equipment and why the increase is an estimated \$43,000 this year?

The other question is something I know nothing about, so this will inform me. You have an organization called the Centre franco-ontarien de ressources pédagogiques and in that it gives an area of what they do. Can you provide me with the numbers on French-language learning, the centre evaluating process and the materials the centre developed last year? Can you provide an update as to the centre's development in French-language software, the number of programs it has produced and how many now are being used by the francophone schools?

Mr. Chairman: Be sure you go back over some of these. There might be specific answers for some right away. Some such as the deputy minister's salary are in the public accounts and

are quite easy to get hold of. We should make sure that in these areas of questioning we have people here tomorrow who can handle some of these questions and do it that way.

What else do you want to get on the record?

Mr. Davis: I have one more question. I was going to ask the minister whether he agrees with his colleague the Treasurer that the Ontario Institute for Studies in Education should be part of the University of Toronto, with the university being responsible for the allocation of the funds and research projects?

Hon. Mr. Conway: As you know from a previous discussion we had, I believe in this room when I was summoned by the standing committee on general government, the budget of October 1985 indicated the expectation of the Treasurer that the relationship between the institute and university can be harmonized. I certainly look forward to working co-operatively with both institutions to ensure that this goal can be achieved to the satisfaction of the Treasurer and also to provide for the particular mandates of both institutions.

Mr. Davis: The Treasurer used the word "rationalization" of the two institutions. Would you use that term as well?

Hon. Mr. Conway: I do not know that I have heard the Treasurer use that word. I have heard a lot of words in my 12 years in this place, but the Treasurer—

Mr. Davis: I can give you the speech if you want to read it.

Mr. Chairman: The deputy minister might be able to help you with that.

Mr. Davis: The deputy minister could tell you—

Hon. Mr. Conway: I thought you were asking me.

Mr. Davis: I am asking you.

Hon. Mr. Conway: I do not really have anything to add to what I have just said. I will go through this list.

Mr. Chairman: These are all questions that regularly fall under the main office, so I think they are things that can be dealt with quite easily tomorrow. I am not sure about the francophone resource, whether that is under main office and is easy to get quickly.

Hon. Mr. Conway: If we have any difficulty, we will just survey the record—

Mr. Chairman: One of the problems is Hansard is not available until some time tomorrow. If people have missed elements of the

questions they want prepared, I am sure Mr. Davis will fill you in on anything you might have missed in taking notes. Is there anything, Mr. Allen, you would like to raise in terms of questions you would like dealt with under main office tomorrow that might be of that kind of statistical information gathering?

Mr. Allen: No, I do not think so.

Mr. Chairman: Mr. Cordiano, do you have a question?

Mr. Cordiano: I will pass. It was just a supplementary at the time. It was well answered.

Mr. Chairman: I am sure the minister appreciates your trying to come to his aid, if that is what was happening.

Mr. Cordiano: I was simply trying to discern certain aspects of the question that had been asked by Mr. Allen. It was clarified quite adequately for me in the course of the conversation.

Mr. Chairman: Let us move on. Is there any matter somebody would like to spend five minutes on?

Mr. Allen: I was quite struck by the changes in the ministry's complement over the long haul, on page 3. The breakdown in terms of the various activities of the main office does not reflect where the cuts over that long period of time have been made or whether it was across-the-board slow attrition. Can we have some explanation? If we look, just on the face of it, the ministry is by contrast with 1967-68 and 1968-69 rather short of staff, to put it briefly. There may be an explanation for that as to where the cuts have taken place.

Hon. Mr. Conway: I appreciate the opportunity to respond quickly to this. It will also give me an opportunity to have the deputy minister

indicate something that is fairly timely. We have had a departmental reorganization. Mr. Davis raised a question on that as well. In asking the deputy minister to address that, it might be useful for him to circulate what we brought today, which was a new organizational chart for the ministry.

Dr. Shapiro: Responding to the recent decline in the complement of the Ministry of Education, this is primarily not a cutting of staff from what you might call ongoing ministry programs. It is a result of the divestment of programs to school boards. These would be the kinds of positions that would reappear in school board budgets another time as various kinds of special programs. Instead of being run directly by the department, they are run by various school boards to which this divestment is relevant.

Those figures do not include the secondments that come to the ministry or the temporary help. Just for the information of the committee, there were in 1986-87, 106 secondments to the ministry staff from outside the government service. That is two more than in the previous year. There were 34 secondments from inside the government service, which is six fewer than in the previous year, so it is roughly the same in that area. The full-time equivalent of our temporary help, also not included in these figures since this is full-time, was about 77 people or about 10 fewer.

Mr. Chairman: Because there has been a reorganization, I think this is probably the kind of discussion on which we should probably spend more time than the 30 or so seconds that remain.

Therefore, why do I not see it as 6 p.m. and adjourn until tomorrow, after orders of the day?

The committee adjourned at 6 p.m.

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 Cordiano, J. (Downsview L)
 Davis, W. C. (Scarborough Centre PC)
 Jackson, C. (Burlington South PC)
 Johnston, R. F., Chairman (Scarborough West NDP)

Witnesses:

From the Ministry of Education:

Conway, Hon. S. G., Minister of Education and acting Minister of Government Services
 (Renfrew North L)
 Shapiro, Dr. B. J., Deputy Minister



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

Second Session, 33rd Parliament
Tuesday, January 27, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 27, 1987

The committee met at 3:35 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: The social development committee is dealing with the estimates of the Ministry of Education. I remind members of the schedule we have established for ourselves. We are continuing today to deal with items, in general and specifically, within the main office category. Some information had been requested from the ministry by the member for Scarborough Centre (Mr. Davis), the Progressive Conservative critic, and that will be forthcoming over the next period of time.

Tomorrow we will be dealing primarily with Bill 30. If other matters should arise, when they are completed, we will go back to that. On Monday, February 2, we will deal with Bill 75 and the Roy report on Ottawa-Carleton. On Tuesday, February 3, we will go back to dealing with other items that may be of interest to the critics or other members of the Legislature who attend. On Thursday, presumably the last day of the estimates, we will deal first with the Education Relations Commission and then with any outstanding matters before we take all the votes in sequence.

Hon. Mr. Conway: I want to say, Mr. Chairman, we are making quite considerable progress in meeting Mr. Davis's information request. We should be in a position to have all those questions answered, either late this afternoon or tomorrow.

Mr. Chairman: Great.

Hon. Mr. Conway: I will see to it that the material is circulated as soon as possible, but it looks sooner than later, which for me is a first.

Mr. Chairman: For almost any minister, it is a first, I think.

Hon. Mr. Conway: It is to the department's credit; I want to make that clear. The minister is always—

Mr. Chairman: A new broom; it could be that.

Mr. Allen, would you like to raise any matters on the main office?

Hon. Mr. Conway: A quorum not being one of them.

Mr. Chairman: No one would raise the matter of a quorum while the chair has recognized one, I am sure. I am sure no one would think of doing that.

On vote 3001, ministry administration program; item 1, main office:

Mr. Allen: First, I compliment the minister on his quick initiative with regard to the acquired immune deficiency syndrome issue in getting that into the school curriculums in physical education and health. It is a very controversial subject. I was very happy to see a release from the archdiocese of Toronto that also took a very intelligent and high road in that respect. There are some very nervous people at some of the Catholic boards in particular and, I suppose, in some aspects of the evangelical Protestant community, who feel that once you begin to discuss these things you are encouraging immorality.

I think that is not the case. I am happy to see there are intelligent voices in those communities who recognize that information and knowledge are the only way in which ethics can come into action in our world and that this is an issue no different from any other in that respect. Young people need that information and the support of their school, church and family communities, as they themselves attempt to live in a rather difficult world. AIDS is one of the very difficult aspects of a difficult world they will encounter. I encourage you to take every helpful step you can in that respect. I was pleased to see that initiative.

May I, in the first instance, try to engage not just the minister but also the deputy minister in the whole cluster of issues I raised yesterday, namely, those pertaining to drop-out rates, streaming, school-community relations functional literacy and literacy education.

I note a recent article by Rosemary Speirs under the provocative headline "Education: Back in the Hot Seat Again." Deputy, I thought you were going to be a calming influence there, and here it seems we are back in hot water with a number of very controversial proposals. I notice that she also says that the various caucuses are trying to position themselves. It would certainly

point in a very complex debate and discussion and an attempt to formulate responses to very urgent problems such as the ones I have just raised.

1540

Before posing a question, perhaps I could just make the observation that our society has always been very reluctant to think of itself as being a society of classes. Class has been a bad word in Canadian history. We like to feel we are all members of an upwardly mobile middle class, basically, whether or not we are currently in a certain position in the working class or in a broadly defined middle class. Even the wealthy in our society are somehow arrived middle class, another homogenizing kind of impact on everything that we do and think about, it seems.

As I looked at education statistics, I have been struck more and more that, indeed, there is a significant and alarming reflection of class in the education system, even though there may be attempts within that system to respond to it in certain respects or to counter some of its impacts. None the less, when one looks at the background of young people who drop out of the school system, it is quite apparent that there is a larger percentage of students of recent immigrant families and low-income families. Then there is the streaming problem in the school system, which I thought the Toronto Board of Education and Portuguese community dealt with quite well in the study, *Streaming in our Schools*. I would like to recite one or two of their observations.

In general, students from lower socioeconomic classes are in special education classes more frequently than others. As you move up the economic ladder of occupations of parents, you find fewer students in special education classes. Children from families in the lowest job groups are 20 times more likely to be slow learners than children from families in higher-wage job groups. These children in low status groups also stayed longer in special education classes. Students from lower social classes had a 50 per cent chance of entering the advanced level streams in secondary schools, and so on.

With respect to the attempts to respond to those conditions in elementary schools, for example, English-speaking, Canadian-born students who had difficulties were found to be more often placed in perceptual programs in learning centres or in home instruction programs; whereas, if you were from a newly immigrated family, particularly from a non-English-speaking family, and having difficulties in school, you would most often find yourself in a special class for

slow learners or in a class for those with behaviour or language development problems.

There are those who get marginalized in other ways by virtue of their learning status. For example, the mentally retarded association tells us that streaming is the major problem for children who are mentally handicapped, because the schools they are sent to, the occupational schools, are often seen as dead ends for other kids who often have behavioural problems, and the mix is not particularly helpful for those young people.

I note in the latest Ontario School Trustees' Council publication a report of studies on this phenomenon in the United States. The observation is essentially the same thing: "The problem does not suddenly crop up in high school. Disaffection and a sense of failure begin years earlier and the problem is intensified by socioeconomic class."

In the drop-out rates, one finds a notable fact, that in the last year's statistics, the drop-out rate, for example, from Catholic schools was higher for the same age groups than for those in the public schools. While there might be a mix of reasons for that, it is obvious that there may be a factor that is social and religious that is mixed in with that as well as other items.

We all know how important school-community relations are in coping with student morale and in providing the kind of backup that students in difficulty find in coping with their problems and in continuing to relate positively to the school system. Yet surprisingly little research has been done on the subject of school-community relations. When programs are under way on an activist basis, as they were with the Toronto Board of Education, political motives are read into that, and new regimes with new brooms sweep them out for unworthy reasons, I think.

Taken all together, obviously, those factors in our school system contribute massively to the functional illiteracy problem in our community at large. One sees an emerging literature on this, which is often well reported in the press. For example, there was the case of John O'Leary, who received a call from a manager of a major pulp and paper company who was having difficulty training employees on new equipment. The company discovered, Mr. O'Leary said, "that 30 to 40 per cent of the workers could not participate in the training program because they could not read well enough."

Functional illiteracy is a major economic problem which, as I observed in the House today

Functional illiteracy is a major economic problem which, as I observed in the House today in response to the announcement of the Minister of Citizenship and Culture (Ms. Munro) about her activities in that area, really gets a rather minuscule response from the government as a whole.

Dr. Shapiro, I note that you have had a considerable interest in this subject and the recent Star article by Rosemary Speirs highlights that and suggests, I think, that you are probably marching down one hopeful road in suggesting that the focus of attention, perhaps in the first instance, needs to be early and primary education and the fundamental teaching of language and the basic perceptual skills at that level.

I would like to hear you tell me a little more about that and what proposals you are seriously considering with regard to the later years. However, if we simply start there, we are talking about six or seven years before those kids get into the upper years of high school and then we are talking about six or seven times 69,000 students who, in the intervening years, will have dropped out year by year from the school system. We are talking then of about 490,000 kids, which is no small number of young people to be trotting out of the school system and they will have the advantage of your early learning projects, whatever they are.

I wonder if you could share with us some of your thoughts on that subject. I think it would be helpful to the committee. It would give us a sense of where the ministry might be heading down the road in terms of this cluster of problems which, in some respects, is the most serious cluster of problems in the entire school system.

Dr. Shapiro: I think I can say a number of things in the sense in which they are a cluster. Let me put it another way. The thing that draws those various problems together is the notion that there are some people for whom their experience in schools has not worked out as it might have been intended; we would have liked them to have been more successful than they are. This can occur at any stage along the way, as you point out. It may be illustrated in drop-out rates at one point of the game. It may be illustrated in the different kinds of choices about which stream a student finds himself in. It may be illustrated in whether or not the student gets paid attention to in the appropriate way.

1550

There are a number of things I would like to say. One is that in a system as large as the public school system there will inevitably be some

untoward casualties. The challenge to us is to make those fewer and fewer each year as compared to previous years, so that we can make the system adaptive to the various kinds of needs it is presented with.

One of the consequences of having chosen to move to a vision of the future that is much more various than had been previously—the so-called movement from whatever we meant when we talked about Anglo conformity to multiculturalism—is that all of our institutions have to be infinitely more adaptable and responsive than we had ever imagined before. That is a challenge the schools face as well.

In this context, it is helpful to talk a little bit about what that means in general terms, and then I will get to some of the specific issues you raise. We talk a lot about excellence in education and the quality of educational opportunity. These are terms which everyone subscribes to and we do as well.

I should say what I mean by them when I am thinking about the Ministry of Education in particular. Relative to excellence in education, I really mean a high standard of performance for all, not necessarily precisely the same standard of performance for the obvious reasons, but on the one hand, a high standard of performance for all and, on the other hand, an attitude that we try to communicate to young people and young adults; that is, no one has to be satisfied with anything except the best he can do. I sometimes think if we could convince young people of that one principle, it would go a long way to resolving many of the other problems.

The reason I stressed that double-barrel definition is that it is different from thinking of excellence as a cultivation of individual geniuses, which has a place in the system, of course, but it should not be the focus of the system. Neither do I believe, as we try to work this through more concretely, that excellence in any way needs to be traded off against equality. A lot of people say, "We can only have excellence if..." I do not think that is necessary. I think it is the wrong way of putting it.

For example, in a democratic society, excellence is the precondition of equality. We assume when people walk into the voting booth, they are excellent. I think that is the appropriate assumption and, therefore, that is required in order that we can then deal on a roughly equal basis with each other.

This relates very much to the question of the school-community relationship issue, which you brought up. There is probably no single task

nonpolitical sense: that the relationship of the individual school—I am not now talking about the school board but the individual school—to the community which it serves, is probably the most important single task that school has.

If that relationship can be set up in the appropriate way so that people feel they have access to the school, and vice versa the school has access to people, the kind of responsiveness we described earlier that is becoming increasingly necessary and increasingly heterogeneous and, therefore, hard to talk about on a provincial basis, even though we only talk about it relative to the local community, is likely to be built up and to create a more effective social institution.

That is not something that is natural to the socialization of present adults in the system. That is something we all have to learn together because we are the ones experiencing the transition as adults from the Anglo conformity notion to the multicultural notion. In my view about the future, the individual school and its relationship to the people it happens to serve are absolutely crucial. It may be in the immediate physical neighbourhood, although sometimes for rather specialized schools, that may not be the case.

It is my view that two things are happening with regard to the kind of phenomenon you report, namely, the question of the likelihood of finding certain kinds of people in certain kinds of situations, which would not seem in principle to be appropriate, that is, assuming people are not different from each other in some sort of basic way, which, I think, is the appropriate assumption.

One has to do with the environment of the school, which finds itself with the need to change very much more rapidly than had previously been the case. The other is the environment of the family and society from which the child comes, part of which is shared with everyone because they are in Ontario or in Toronto, and part of which is particular to the kinds of notions that consciously or unconsciously form the sort of social background of that particular child.

What we have to encourage in the Ministry of Education are ways in which schools can become more perceptive about those things, rather than letting them just happen in the natural course of events and letting ourselves develop stereotypes that turn out, in retrospect, to be inappropriate.

For example, this issue, the question of equal opportunity for students with a variety of different backgrounds, was raised in a memorandum the ministry sent out in October 1985. We

tried to point out a number of different kinds of ways in which the school could make itself conscious of these problems and therefore deal with them.

More recently, we have become very aware of the way in which testing procedures may lead, inadvertently albeit, but nevertheless effectively, to this same kind of situation. It has led us to set up a consultative committee. It is composed of members of the ministry as well as teachers' associations, parent groups, etc., to try to develop new guidelines for testing and assessing procedures in the schools that will be—the term that is usually used is “culturally sensitive.” All we are trying to say is we have to think twice before we decide on programs for particular people to make sure they do not make vicious instead of productive distinctions.

I have tried, however, not to let that phenomenon lead me to believe there is a single answer to these sets of issues; for example, that integration is better than nonintegration. That all depends on the problem you are facing and the resources you have to deal with it. The important part is to hold on to one of the geniuses of Canadian education, which is the system of multiple chances. That is, to make sure that a decision once made is not made for ever, that there are other ways back into the system, that there are other ways to review that and other ways to move forward.

In relationship to the future, you are correct. I, for one, believe that the literacy problem is essentially an elementary school problem since, if a real problem is going to be solved, it is there that it is going to have to be done. We are going to have to look for ways to bring resources to bear in the elementary school to deal with it.

I do not mean, however, to write off the 450,000 students who, in the interim, will not be, in the elementary schools, finding their way through the system in two respects: both because people cannot be written off in transitional periods the way machines sometimes can, but moreover, no matter how imaginative our system, there are always going to be needs at various levels of it to cope with people who, for one reason or another, either did not manage the first time or managed and have now slipped back—there are lots of things that happen to people, so we are always going to need a range of programs in a variety of different areas relative to the literacy problem.

The literacy problem itself is getting much more severe, not because people are not learning as much as they were before—if anything, they are learning a great deal more—but because the

demands on literacy abilities are greater in the work place. To use an example, to be a cashier at McDonald's requires somewhat more reading ability now than it would have 15 years ago, if only because you have to read the labels on the computer console that is in front of you. To successfully get through an auto mechanics course in a secondary school, the reading ability required to get through that manual is a great deal more than it was seven years, let alone 17 years ago.

All the time the standards are improving—as I think they are—the need for higher standards keeps increasing; therefore, we need a variety of programs. We are busy inside the Ministry of Education trying to figure out just how to position the ministry relative to those programs and where our marginal opportunities are.

You mentioned yesterday the question of the Ministry of Citizenship and Culture, the appropriate lead ministry and why you felt that was not quite the right choice to make. I do not want to comment on that choice. I just want to say that from the point of view of the Ministry of Education, this is going to be a very variable gain, so to speak; there is going to be a need for a lot of different agencies to be involved in a lot of different programs in order that everyone who has a problem can find a congenial solution.

I hope the school boards will have a very active role in that area. I hope to bring forward programs that will enable that to happen. That is not the same, although it is related to the question of drop-outs. It is clearly the case that some people do drop out because their skill situation just escapes them and they despair, etc., and they leave. There are many other reasons for dropping out of school in terms of relative economic advantage and other kinds of issues that may come up.

1600

I want to try to focus the ministry's attention on not only the question of basic skill development, which seems to me a given, but also on ways in which we could imagine offering the secondary school program that would make it not only be, but seem, incredibly relevant to the adult life of the young person experiencing it, whether at university, or at work or whatever it is.

The example I can give you happened in North Bay. I happened to be in North Bay a couple of weeks ago. I was at the Chippewa Secondary School having lunch with two student council representatives from Nipissing Board of Education schools. Each was told he could ask the deputy minister one question when lunch was

over. The interesting thing is, of the 10 or 12 schools that were represented, therefore, 10 or 12 questions, 10 of the 12 questions related to the relationship between what was happening to them in school and what was going to happen to them when they left school. For most of those students, that happened to be a non-post-secondary experience. At least that is the way they expressed it.

It is important that both things happen; that not only the experience be relevant, but that it be understood to be relevant at the time you are having it. It is not adequate to say to a student, "But in retrospect you will find..." because that will not meet the needs of the students we are talking about. Clearly, it meets the needs of students moving on to university because they have other motivations that make that question not so important.

That means we have to focus our attention on the students who are taking most of their courses at the general level and to some extent the students who are taking most of their courses at the basic level. The former is a much larger group because students taking the basic level courses tend to be a relatively small proportion of the high school population.

In that context, we have recently set up a joint committee between ourselves, the Ministry of Education and the Ontario Teachers' Federation. The charge of that committee, which I think they will be finishing up in the very near future, is to bring forward to the ministry proposals for how we ought to position ourselves relative to these students and courses so that can happen. It is in this area that we hope over the next year or so to bring forward a whole series of proposals so that the secondary school experience can be seen by us—I mean all of the people in Ontario, not simply the ministry—and the people taking it as relevant.

At the moment, the perception I see when I go out is that it is seen in a sense to be relevant to those people like ourselves who have successfully gone through the experience, gone to university, etc. It all seems terribly appropriate, but not driven by the needs of the majority of students who are in quite another category. It is to that area that I am going to pay most of my attention.

Hon. Mr. Conway: If I could add a couple of observations, I thought it might be of some interest to you, Dr. Allen. Again, it has to do with the relevance question. I know all of you have had the experience, some much more than I, over the years in dealing with students as they proceed along their educational path. I have been

struck by the same kind of experience. About the only experience I had in this area prior to becoming Minister of Education was sharing some time with Jim Bradley on a task force relating to the whole question of keeping people interested in secondary education programs. I was really struck when I travelled around and about listening to people saying precisely what the deputy reported those students in North Bay indicated to him.

I was thinking about this not too long ago when we were announcing the renewal of science education at the elementary level. I can speak only anecdotally and from my own experience. I do not think I was unusual. If someone had, perhaps at the grades 3, 4 or 5 levels, been able to indicate to me that science could be fun and practical, God knows, I might have developed some measure of interest in and capacity for the discipline.

When we were at the Ontario Science Centre in October, announcing the initiative in specific detail, we invited a number of science teachers, particularly from the North York area. I noticed the kids who were there. To a person, they all said the same thing. There was a great deal of excitement because they could honestly say what they were doing was both fun and relevant, they felt. It meant something to them.

It is extremely important, as we look at this whole drop-out question, for example—and that is just part of it—to make sure that we double our efforts and our creativity to make the school program relevant in that way. It is difficult. Maybe I should not say this, but I have often felt, having gone to school with a lot of people who counted down the days until they were 16 and could leave, there is no question in my mind that there were some incentives at that time, such as the industrial wage rate of the late 1960s in communities like Windsor and Oakville, against which there was not much one could do. They felt economic reasons to leave and that certainly has changed in many respects. It is not just good enough to say you have to keep students in school. What they stay in school for, from their point of view, must be attractive and relevant.

For a lot of people with what I might describe as an academic orientation, notwithstanding their best intentions and some of their rhetoric, that is going to require a willingness to accept alternatives that might not appear to them in the first instance as either supportable or desirable. One of the questions I am certainly going to have to address is to ensure there is the political will to make some of the adjustments in the interests of

relevance that will keep a lot of these young people, whether they are in Kenora, Scarborough or wherever, in an educational setting so that they can derive greater benefit from it.

Mr. Chairman: I do not want to curtail the discussion, but you have been going for about half an hour. Might I move to Mr. Davis and come back to this point or other points that you would like to raise?

Mr. Allen: I gather from those last few remarks that the ministry is not contemplating changing the compulsory school age to 17 or 18.

Hon. Mr. Conway: No, it is not my intention to do that. However, it is my intention to see how we might improve the relevance of what we have for the students who are from age six through 16 in our responsibility.

Mr. Davis: I just wonder if the minister might give me a letter of permission so that I can go and teach for a while.

Mr. Chairman: There are certain standards you must maintain, Mr. Davis. Neither you nor I would be allowed in the schools.

Mr. Davis: I do not know about that. I hear you are going to school quite regularly.

Hon. Mr. Conway: As members of the Legislature, I think you are quite entitled to visit the schools.

Mr. Davis: I want to return to the 60 per cent funding level for a little while. I would point out to you, just so there is a comparison record to look at, that in those economically difficult years of restraint under the program implemented by the previous government, in the provincial rate of support from 1967, when I became a school trustee, to 1982, which was a period of six years, the decrease was from 55.4 per cent to 50.5 per cent of the government's commitment to the funding, which is a drop of 4.9 per cent.

Now your government, which has been in a position of power for 17 or 18 months—

Hon. Mr. Conway: Nineteen.

Mr. Davis: —19 months; I would not want to cheat you out of a month or you might never get another chance—your government has dropped its support of funding on a provincial basis by about four per cent. I would like to know how you justify that type of action.

1610

I would remind you that the member for St. Catharines (Mr. Bradley), who was the critic in previous estimates, indicated that the government had been stingy and was practising restraint on the back of children and there was money

available that was being spent elsewhere. I suggest in all seriousness it is appalling—it is almost criminal—that the present government has large accumulations of money, which the Treasurer (Mr. Nixon) has indicated and confirmed in the House on several occasions, totalling some \$400 million. If our figures are correct, by the end of the fiscal year it will be closer to \$1 billion. Why does this government seem to be committed to reducing the amount of its commitment to provincial funding?

Hon. Mr. Conway: I think on reflection, Mr. Davis, you would not want to be associated with some of that language. I know there is a parliamentary polemic to which we sometimes all succumb, but I do not think words like “criminal” are words you really want to use.

Mr. Davis: They were Mr. Bradley’s words.

Hon. Mr. Conway: If Mr. Bradley used those words, I do not recall them. I would not condone them from either his mouth or from yours. I guess I do not agree with your assessment of the last 19 months. I do not want to get into too many of the comparisons because you were not here in those days when we debated things such as Bill 111. The member for Scarborough West (Mr. R. F. Johnston) has left; if he were here, he would remember the famous restraint bills of 1981 and 1983, when your party’s government applied significant public sector restraint, which is a factor in some of the comparisons over the last five or six years.

What I can tell you is that in the two years for which we have had the responsibility, the operating grant has been increased well above the annual rate of inflation. The capital allocation has been substantially enriched. Things such as the cash flow, to which I made reference yesterday, have been substantially improved. A number of special initiatives have been either continued or undertaken. That is a record which, while not perfect, is one I am not afraid to stand upon. I do not expect it will ever entirely satisfy some in the community, and that is probably as it should be, given the dialectic on which this whole system turns.

Mr. Davis: The fact remains—no matter if you have increased the percentage of the grant—that in the last 19 months your commitment as a province to educational spending has declined by four per cent. It is interesting that it has declined, especially in the light of the kinds of proclamations you and your government have made in respect to the 60 per cent funding. I would like to read a quote to you.

“The government is committed to reducing the overall burden of educational taxes borne by local ratepayers by increasing the level of provincial support for education.” By the way, these are the minister’s words of January 30, 1986. “The objective of 60 per cent average provincial support, however, represents a significant increase in the order of \$920 million in the provincial funding requirements.”

In his budget statement of October 24, 1985, the Honourable Robert F. Nixon, Treasurer, stated: “It is the government’s intention to gradually increase the provincial level of support to school boards.”

Your party is on record as writing a letter to the Ontario Teachers’ Federation in 1984 in which you reconfirm your position of going back to the 60 per cent Ontario funding during your first term of office. Can you explain why we have not seen any indication, in the two budgets that have been given to the House, of some distinct type of movement towards that 60 per cent average provincial support?

Hon. Mr. Conway: I can only say to my friend the member for Scarborough Centre, that if one looks at the appropriations that have been voted by the Legislature over the past two years, how it is one imagines that these estimates at a total of \$3,578,000,000 are less than the \$3,114,000,000 that was actually spent in 1984-85 is quite beyond my comprehension.

I do not view our spending pattern over the past two years as a reduction when one looks at those bottom-line figures. I will admit that when one talks about the ideal of 60 per cent, as I indicated to you yesterday, we have not achieved that. It has been said before, and I shall repeat it now, that we believe, as a new government, we must have a system of education that is well financed. We believe our actions of the past 19 months have been quite positive.

It is no secret, as I also indicated yesterday, that the whole framework of educational finance is currently under review. We will want to continue the dialogue about that. I can assure you I am in no way embarrassed by the allocations, by these estimates and by the spending of the past year and a half. I think we have done rather well, if I may be mildly self-congratulatory.

Mr. Davis: For clarification, in the House on November 17, 1986, Mr. McCague asked your colleague the Treasurer the same question about “the promise 15 or 18 months ago that his government would move progressively in the next five years to 60 per cent funding. Can he tell me when that might happen, and can he tell me,

in percentages, what the level of funding to education in elementary and secondary is this year compared with last year?"

You have indicated in your statements that you asked how you can proceed, in that your funding has dropped, when you quoted the amounts of money expended on education. This is a quote from the Treasurer of the province, "The percentage envisaged in the transfers announced last week is about 45 per cent." He is a bit off but that is okay. "Perhaps somebody can give me the exact number, but if anything, it is about one third of a percentage point lower than it was a year ago."

Your own Treasurer has admitted that there is a reduction in the provincial support in education in the province.

Hon. Mr. Conway: If I might take that up, it is going to be important, as we proceed, to decide this question of exactly what it is the provincial rate of support ought to attach to. I want the considered opinion of my friend the member for Scarborough Centre who knows these matters of educational finance far better than I, from his long years of experience in Scarborough and at the Metropolitan Toronto board, as to what he imagines it to be.

I put the question to him yesterday, and I do not mean to be provocative, but if the member is suggesting that the fixed rate of provincial support ought to apply to the Texas sky, that is one thing. If he is suggesting there ought to be some parameters that would fix that more definitely, then that is another matter.

At present we are, in terms of our expenditures, paying for about 54.5 to 55 per cent of the approved cost. I know my friends the member for Scarborough Centre and the member for Hamilton West (Mr. Allen) will both quickly point out, "Yes, Minister, but that begs the question of the appropriateness of the current expenditure ceiling."

We have already indicated, in the dialogue surrounding the Macdonald commission, that it is perhaps time to review all that. We are in the process of doing that at the present time. It might be helpful—I know the member for Scarborough Centre is never anything but helpful—if he would tell me at some point, privately if not publicly, what he imagines a fixed rate of provincial support to mean and in what context there is any overall ceiling.

1620

Mr. Davis: I will take that under advisement, but I would like to continue. In that same statement, you make this statement, which I

would like you to explain to me, in regard to the commitment to 60 per cent funding. You state: "This will require a review of what is meant by the term 'provincial support,'" which you just mentioned again, "and whether or not it will require a greater control of school board expenditures by the government."

Could you explain to me what you meant by that statement?

Hon. Mr. Conway: I said that, and I certainly believe you would not in any way endeavour to misquote me. It is simply a different way of saying the same thing I have just finished saying. Does a fixed rate of provincial support means that the province ought to commit itself to X per cent irrespective of what the total bill is?

Mr. Davis: I would interpret that as saying the higher the province is prepared to pay, the more control of school board expenditures the province will have.

Hon. Mr. Conway: But it is a free country and interpretation is affordable to everyone.

Mr. Davis: Let us move to the elementary-secondary gap for a moment. I am sure you read the Blueprint for Justice—

Hon. Mr. Conway: Yes.

Mr. Davis: —and the elementary teachers' lobby to bridge the gap between the elementary and secondary per pupil grant. As you are aware, the Progressive Conservative Party has already adopted that as a part of its educational policy, that it will bridge the gap in three years.

On November 17, 1986, the Treasurer indicated that when he was a teacher, he stated that money spent on the elementary panel was more valuable than that spent on secondary, and at that stage, the requirement for quality was greater than secondary. On October 19, 1983, your then Education critic, the member for St Catharines, inquired, as part of the Liberals' educational questions, when the gap between the ordinary maximum expenditures between elementary and secondary was widening—this was a question directed to then Minister of Education, the member for York Mills (Miss Stephenson): "What does the minister plan to do to address this unjustified discrepancy?"

I thought it might be interesting to ask the first Liberal Minister of Education in 42 years to respond to a question posed by the Liberal Education critic in this matter. What does the Liberal minister plan to do to address this unjustified discrepancy?

Hon. Mr. Conway: As you know, Mr. Davis, this is one of the issues raised in the Macdonald

commission report which deals at some length with the current structures as they relate to funding. The said report suggests, as a means of reforming that, creating a better situation between panels. We are looking at that. I certainly have had vigorous representations from everyone, from my friend the member for St. Catharines through to a number of people who are in the room again this afternoon, on not just minding the gap but bridging it.

It is a resource question. In the first instance, I suppose one could say: "We could. If someone can provide me with the information, we could by executive fiat eliminate the gap by applying whatever it is, several hundred of millions of dollars." I know that some in the room, undoubtedly the member for Scarborough Centre, would be happy if I did that. I want to make sure, however, that as we go forward with the allocation of additional resources, we do so within a framework that is fair and equitable for all concerned. I cannot add more to it than that.

Mr. Davis: You have now made several references to the Macdonald commission.

Hon. Mr. Conway: Only because it is a major report dealing with the critical question of educational finance that you have properly drawn to my attention.

Mr. Davis: I am quite aware of that. I am also aware that there is an interdepartmental committee studying the report. We have been informed, with respect to the 54 recommendations, that some recommendations have been considered and could come forth immediately. Could you tell us what those recommendations are? I will give you the other three areas of which we have been informed.

Hon. Mr. Conway: Let me just give one example. The Macdonald commission recommends that the cash flow to school boards ought to be improved. You asked for a response. Perhaps the deputy minister wants to comment. I do not have my copy of the Macdonald commission at hand, but I can certainly get it. One of the early recommendations has to do with a French-language school board for the national capital—

Mr. Davis: Could you provide for me tomorrow those recommendations that you are going to implement immediately?

Hon. Mr. Conway: Some have already been done. I would be quite happy to supply that information.

Mr. Davis: We have also been informed that some of those recommendations can be imple-

mented between 1988 and 1989. The committee suggested that. Could you provide the information on what those ones would be?

Hon. Mr. Conway: I can tell you right now, one of those would be the establishment of the French-language board in Ottawa-Carleton.

Mr. Davis: We will get to that. Now, we understand that the crunching issue for you is the pooling of the industrial-commercial assessment base. It is suggested that be left until after the next election and not be implemented until after 1989. I have several questions related to that.

First of all, is your government committed to the pooling of the industrial-commercial base as recommended by the Macdonald commission and now supported on a regional basis by the Ottawa-Carleton advisory committee?

Hon. Mr. Conway: Let me ask at the outset, do you know something about the timing of the next consultation that I do not imagine?

Mr. Davis: I am just telling you the information that I have received.

Hon. Mr. Conway: You seem to be talking with a certainty that is both impressive and a little offputting for those of us who are mere members of the Legislature. I just want to make that observation in passing.

Mr. Chairman: Some of us are better connected than others.

Mr. Davis: I have a higher power than you.

Hon. Mr. Conway: That is true. Very well said. What I can tell you is, I hope, straightforward. We have evidence to suggest that the current funding arrangements, in so far as education is concerned, do not in all respects support the kind of equity and fairness that many feel is appropriate to something as important as education.

The recommendations that are contained in the two reports to which you have made reference are interesting recommendations. We are reviewing those as we review a lot of other advice tendered by—I pay particular attention to what my colleagues in the opposition are saying. I think of changes we have made—I mentioned one yesterday. We have changed the funding formula for adult education and we have done that by listening to a lot of very wise counsel from people such as members of the Legislature.

The advice tendered by the commissioners, whether they be the Macdonald commissioners or the Roy commissioners, is advice that we will analyse and reflect upon. At some point in the future, we will decide what needs to be decided.

Mr. Davis: Could you clarify for me, if you do not pool the industrial-commercial base in the Ottawa-Carleton area, how you propose to form the francophone educational system?

Hon. Mr. Conway: We have just received the report—

Mr. Davis: You certainly were aware this was the one option you had a look at.

Hon. Mr. Conway: I never prejudge what learned counsellors might advise. The deputy minister may want to comment on this. I just want to say to the member for Scarborough Centre that we will look, in the specific case you have made reference to, the Ottawa-Carleton situation, at the advice tendered by the advisory committee.

We have work to do, obviously, to prepare for the required legislation, its passage and its implementation for that date in the fall of 1988. I am not going to prejudge that at present, because I cannot. I have just received the report; it is a very interesting report, very good people. When people like Bill Townsend and Susan Braun and others make those kinds of recommendations, I will obviously want to look carefully at those. You will have the benefit of my decision—

Mr. Davis: Knowledge.

Hon. Mr. Conway: No, my decision at some point, I hope in the not too distant future, at which point we will have a continuing dialogue.

Mr. Davis: I am most impressed by your process of consultation and your process of involving people.

I would like to know whether you would entertain favourably increasing the size of the working group of that special committee by the addition of a senior business official, one from the separate board and one from the public board, a request, you know, that has already been made to you by the Association of Large School Boards in Ontario and supported by OSSTA.

1630

Hon. Mr. Conway: I would not be favourably disposed, and I say that as the lawyers say, without prejudice.

Mr. Davis: So much for consultation.

Hon. Mr. Conway: No, listen. I think we have been quite consultative, but there comes a point when the consultation stage must be concluded and then a responsible minister must assess his options, make decisions and take whatever action he deems desirable and possible.

I do not mean to suggest that those people ought to be shut out in any way, because they

have not been. God knows, we have spent some considerable time accommodating their input. At some point in the future—let us talk about the Ottawa-Carleton situation—there will be legislation presented to this assembly setting out government intentions. At that point, in the best of our parliamentary way, we will have the kind of discussion about the choices that have been made.

Mr. Davis: With all due respect, I notice what happens with pieces of legislation from a government with respect to consultative processes. I point out to you Bill 30. My colleague the member for Hamilton West, the New Democratic Party Education critic, suggested a management board. I suggested the composition of that management board include parents, teachers and students. I believe your government said, "No, it should be the responsibility of school trustees."

The feeling out there among the school trustees and administrators is that parents and teachers should not be involved in that area. I appreciate your frankness. I am not going to argue with your decision. I have another question.

Hon. Mr. Conway: Can I comment briefly on what the member has said? I can only speak for my nearly 12 years of experience, or 11 1/2 years of experience, around here, but I like to think what has gone on in this room with the two education bills in the past year and a half has seen a fairly substantial accommodation of many of the very good ideas of the committee.

Mr. Davis: That is because the bills would not have passed without it being accommodated.

Hon. Mr. Conway: I can remember other—

Mr. Davis: I am talking about the 183 high school jurisdictions that you were not going to protect.

Hon. Mr. Conway: Let us not be difficult, Mr. Davis. I just want to say I hope the experience we have had legislatively in this committee has not made you feel unwanted, because we have made every effort on this.

Mr. Davis: You never make me feel unwanted.

When can we expect the government's response to the Macdonald commission?

Hon. Mr. Conway: At some point in the future.

Mr. Davis: And the clouds pass by.

Hon. Mr. Conway: The deputy may want to add something to that. I am at work on the internal analysis you already made reference to. I

do not want to get myself trapped about a fixed date. Invariably, I do get myself trapped when I cite a fixed date.

Mr. Chairman: Come on, do it again. Tradition demands.

Hon. Mr. Conway: It is an important matter, and I recognize the sensitivity. I appreciate all the very considerable effort that has been expended by school business officials, by teacher organizations and by individuals in communicating with the department over the last year. There has been a great deal of interest shown.

It is complicated; it is technical; it is wide-ranging in terms of the recommendations contained. It is going to take me some time—I do not want to minimize that—to analyse those recommendations in the light of all that response. I will keep you posted, I promise.

Dr. Shapiro: I want to say something about something Mr. Davis raised much earlier, just as a matter of information. The interministerial committee you talked about has not, in fact, made any recommendations. What it has done is to divide the recommendations of the Macdonald commission itself into three categories. We would be glad to share those with you.

One is a category of recommendations, action upon which has already begun, in a sense. We would be glad to bring those forward. Then they divided the remaining two, not between those that could be implemented in 1988 and 1989 and those that might be implemented after some election, but rather those that would be relatively simple to implement, if you wish to accept them, and those that would be more difficult, if you wish to accept them. They have made no recommendation on whether to accept them.

Mr. Davis: I would like that.

Hon. Mr. Conway: The crassness of your election timing suggestion is positively breathtaking.

Mr. Davis: Yes, I know. Can I ask a question, Mr. Allen, before we come back to you?

Mr. Allen: No.

Mr. Chairman: You can have it back in a few minutes.

Mr. Davis: All right. Good.

Mr. Chairman: Mr. Allen, you have the floor again.

Mr. Allen: Thank you. I will continue something of the same line of questioning, but I also want to bend it back into the concerns I was raising earlier, but from a financial perspective.

It has been rather interesting to hear the echoes of a former Liberal Education critic being quoted by a Tory critic and to hear the minister come back in a somewhat previous Tory incarnation in certain of his unwillingnesses to make commitments and what have you. I do not think he has quite managed to adopt the style of the previous minister, whom we remember so well. That was, I think, almost inimitable—

Hon. Mr. Conway: Do you want me to try?

Mr. Allen: —so I suggest that he not ever try, but leave her character totally clear for history and, if the answers are somewhat the same, not to adopt the style that we remember so well.

Mr. Grande: All you have to do is make the I an A.

Mr. Allen: Mr. Grande knows the style very well too, as a former Education critic.

Hon. Mr. Conway: You will admit, colleagues, that those were among the most pleasant and colourful times that we have spent here.

Mr. Allen: I really think that one does have to face the fact that there has been, in terms of real dollars, a major problem with the commitment that your government has made to date. I think you might well be able to argue that a commitment of a 5.4 per cent increase slightly hedges above the inflation rate, and across the board perhaps there has not been any dollar loss in the provincial commitment. In that sense you are able to say, "Yes, but we are not giving less money." At the same time, it is equally true that the major demands that the ministry has placed upon the school boards—it has mandated them, in point of fact; not just special education, for instance, but also the Ontario Schools, Intermediate and Senior Division initiative, which they have to respond to—have created new costs.

The Metro boards themselves estimate that they need another \$10 million, for example, simply to cover aspects of OSIS implementation that were really unanticipated and, of course, earlier uncoded and so, in that sense, unknown. At the same time, we know that across the board, the spending in public board after public board, not to mention separate boards, has climbed over ceiling, not because those boards wilfully want to spend money, not because they are going beyond the expectations of their local communities, but simply because in order to meet legitimate and proper needs (a) that are mandated and (b) that are expected in their communities, they are, in fact, piling up education expenditures that, in turn, do make for a decline of the relative

contribution of the province to education in Ontario.

Are you denying that this is a fact?

Hon. Mr. Conway: Just restate that, Dr. Allen. Am I denying that—

Mr. Allen: I am sorry if I lost you along the way.

Hon. Mr. Conway: I followed you. I just want to make sure what it is you are asking me to deny.

Mr. Allen: Are you denying whether the legitimate expenditures in education across the province, such as they are, have put your government in a position where your relative contribution to that total bill has, in fact, gone down as a percentage base? Are you denying that?

Hon. Mr. Conway: I am not denying that locally elected school boards ultimately determine the range of programming that will be offered in a given jurisdiction, as well as a variety of related questions. I am not denying, either, that in the past two years, we, as a provincial Ministry of Education, have increased the operating grant, in the first instance by about 5.4 per cent, and in the second case by about six per cent. That is significantly above what is deemed to be the inflation rate and that is a change from some of what we had been experiencing in the late 1970s and early 1980s, when the annual operating grant, as I recall it, was below the inflation rate. Am I denying that there is still a gap as between what boards would like us to fund and what we are providing? No, I am not denying that either.

1640

Mr. Allen: I ask you a supplementary question, then. Do you really think it is very likely that there will be boards, or that there are boards, that spend too much on education?

Hon. Mr. Conway: I am one who believes that education is absolutely critical and ought to be very well financed. I believe that very strongly. However, as a citizen of Ontario who is now honoured with the responsibility to be part of the executive council, I also recognize that there are judgements to be made about allocations, centrally here at the provincial level and locally. Talking to my friends who sit as trustees and to my colleagues in the Legislature, I know often they are not able to fund all that they would like to fund because resources in the ordinary scheme of things just are not available.

Mr. Allen: So you are not prepared to point your finger at a board in the province that is spending too much on education?

Hon. Mr. Conway: I think we have an important partnership in this province, which turns very much on the notion that we have locally elected school boards with very important local mandates. I am not about to tell the Hamilton or Wentworth boards how they might set their priorities, except to say: "Here is the provincial support. These are the objectives that we, as the Ministry of Education, have established for the province." However, I do not intend to stand up and say that locally elected school boards ought not to establish within that provincial context their planning and spending priorities.

Mr. Allen: If you are not prepared to point the finger at any board spending too much on education, why do you conjure up the spectre of runaway board spending in order to defeat the notion that somehow or other the province ought not to be meeting even 60 per cent of total expenditure across the province?

Hon. Mr. Conway: I do not think I have conjured up the spectre to which you make reference.

Mr. Allen: I thought that was the implication of your insisting on coming back over and over again to the current level of recognized ordinary expenditure, that there was a great fear that the boards out there would sort of run away with the kitty and would commit you to endless and totally unmanageable amounts of spending. However, in point of fact, you apparently are saying that what they are spending is legitimate. What I am asking is this: Are you prepared to accept a return, certainly a significantly larger percentage, of responsibility on the part of the province? You seem to be hedging around your commitments in that regard.

Hon. Mr. Conway: What I am saying is simply this, and I will try to repeat it. When we talk about a formula such as the one we have engaged here today and yesterday—namely, should there be a fixed rate of provincial support—that seems to raise the question, a fixed rate of what? I do not think that is an unrealistic question to place in the context of that debate, because I would expect any Treasurer or Chairman of Management Board to say to me that he has to have some sense of what that might mean.

Mr. Allen: Of course they must, and it is not unrealistic. But equally, by your own confession as I hear you speak, it is not unrealistic to think that that kind of percentage of the total funding in the province, given that it is not something that is

going to go in wild variation year after year, really is not a notion that should offend you, unless you are prepared to argue that spending is going to be terribly erratic or unless you are prepared to argue that the graph is going to increase so dramatically that you cannot keep up with it. You have not said either of those things; in fact, you have said that you anticipate that no board would spend an unrealistic amount on education. Then I cannot really see the problem you have with a formula that would really, in effect, relate to the actual expenditure by boards, year by year across the province.

Hon. Mr. Conway: I am saying simply that we have our obligations as a Ministry of Education. Local school authorities have their obligations in planning, priority and taxing. That is a partnership arrangement that is fundamental to the way education is organized in the province, and I do not want to see that impaired. I want to ensure that what we have in terms of a provincial grant plan, if I can use that general phrase, is as fair and as equitable as it is possible to be.

Mr. Allen: So you do not have any particular objective of your own that you are trying to restore vis-à-vis any expenditure, whether it is a regular, ordinary expenditure or total expenditure in the province in education?

Hon. Mr. Conway: I take note of the fact that there has been a great interest in the last number of years about a provincial rate of support at 60 per cent. That has been spoken to by my party in its election manifesto and, I believe, endorsed by my colleagues in other political parties.

As I indicated earlier, what does that mean; what does that commit a provincial government to and what ought to be the characteristics of that kind of arrangement? Should we fulfil it? Reverend Davis indicated it was the expectation of Mr. Bradley some time ago that this would not be fulfilled overnight.

Interjection.

Hon. Mr. Conway: If you did not say it, someone else did. Perhaps Dr. Allen indicated that in a first administration there would be an achievement of that 60 per cent commitment.

In dealing with that policy matter it is quite clear that there has to be some understanding of what the framework is going to be, which is really all I am addressing in answering your questions this afternoon.

Mr. Chairman: Can we move on to another questioner? Can we move to Mr. Davis?

Mr. Allen: Can I have just a couple minutes more?

Mr. Chairman: Sure.

Mr. Allen: The point I want to make with respect to the minister's observation on unlimited resources, which is the other side of this whole funding question, is that, of course, there are not unlimited resources in the province. Everybody knows that.

Hon. Mr. Conway: I do not mean to suggest there are. One of the realities that government must live with is, what resources are available and how can they be apportioned? In my case, I have a duty to ensure that, with the revenues available to the province, elementary and secondary education receive a generous allocation of those resources.

Mr. Allen: You will be very interested, then, in these statistics as you make your case with the Treasurer. First, in terms of financial ability, Ontario ranks first among the provinces with respect to personal income per capita of the population. At the same time, it ranks sixth—second to last, in actual fact—with respect to the total spending on elementary and secondary education as a percentage of personal income. It suggests to me—and this is, of course, I think, a historic fact in terms of Ontario's provincial spending, which is certainly a matter one can relate to the previous government as well as to the present—that the willingness of a government to take advantage of the resources available to it really have not been significantly addressed in our debates on education funding.

Second, I call your attention to the fact that when Ontario spends as a proportion of the gross provincial product year by year, it has in recent years spent at a level of about 33 per cent to 34 per cent less than the average of the other nine provinces—a very big gap—in tax effort to avail itself of the resources needed by it to do justice to its education system, its social assistance programs, everything from agriculture to higher education.

Frankly, when I hear language like that, I become increasingly sceptical of the willingness of your government, as I certainly was of the last, to begin to take up what I think one can honestly say is a significant measure of tax room in Ontario for addressing problems. The Ontario Institute for Studies in Education survey tells us a substantial proportion of the public is prepared to see that utilized in the direction of education, for instance.

1650

Why would you as minister want to use that language of limited resources in the way in which

the previous government did in order to be, I think, overly defensive about the matter of education finance?

Hon. Mr. Conway: I use it only to suggest that whether you are a Minister of Education or a trustee with the Wentworth County Board of Education, you will find yourself deciding the question by saying: "This is what we will levy. These are the revenues that that levy will produce, and with those revenues, the provincial grants and any other resources that might be available, we will meet or develop these program requirements."

All I am saying is that it is not infinite, that one has to draw a line, and I do not think that is a surprise to you. Certainly I have been pleased with the responsiveness of my colleagues in cabinet, particularly that of the Treasurer, who I think has, by dint of his first two budgets, indicated that education at the elementary and secondary level is clearly a priority for this government and that it will be funded accordingly.

I want just to make a final observation because it is too easy to fall into the trap that money is the be-all and end-all. Let there be no confusion: Financial resources are an absolutely important part of this whole debate, and I do not want to trivialize that, but there are other aspects to this debate that I might describe as nonfinancial, a variety of things that we might want to talk about later.

I worry sometimes that too much of the quality-of-education debate just ties to dollars. There are many, quite frankly, who sometimes tell me that when they look back on the salad days of the 1960s and early 1970s, as they are now imagined, when money appeared not to have been an obstacle, they wonder whether or not that climate produced results that a decade later were as beneficial as might have been imagined.

Mr. Chairman: Are you suggesting that you and I were exceptions, then, rather than the rule of what the product of that system was?

Hon. Mr. Conway: Can I take that under advice?

Mr. Chairman: Yes, certainly. Absolutely. Mr. Davis, your shot.

Mr. Davis: I would point out to the minister that in education expenditures, 75 per cent of all board expenditures are for salaries. In fact, it is higher than that; it is closer to 85 per cent.

Hon. Mr. Conway: About 81 per cent or 82 per cent; I could be subject to correction.

Mr. Davis: You can save money in education by cutting teachers out of the situation; or you can ask boards to restrain in expending in the delivery of programs, because another eight per cent to 10 per cent is eaten up in the maintenance of plants. Education is about money, no matter what you say.

Hon. Mr. Conway: I want to make the point that it is about a lot of other things as well.

Mr. Davis: It certainly is, but you cannot have the other things unless you have the bucks to pay for what you need to deliver the other things.

Hon. Mr. Conway: I want to make the case that this is not just a debate about dollars. Dollars are important. I do not want to minimize that and I do not need to tell you that, above and beyond anybody in this room.

Mr. Davis: Can you confirm for me today that the capital request received from the regional offices for the five years that they have to put in for the first year, which is 1986-87, I believe, is \$1 billion?

Hon. Mr. Conway: I can check that with officials. I can tell you that it is substantial. Perhaps the deputy has that.

Dr. Shapiro: I think, in fact, it is virtually \$1 billion. It might be slightly less—\$900 and something million as a total.

Mr. Davis: And the central region alone is \$750 million?

Hon. Mr. Conway: If you want a specific breakdown, I do not have that information, but it is substantial.

Mr. Davis: What I would like to be provided with, if it is possible—

Hon. Mr. Conway: All things are possible.

Mr. Davis:—from the public boards and separate boards, is the amount of money that has been requested for new pupil places, programming or upgrading the facilities and replacing of equipment, just to see where they are.

I have one more quick question, and then my colleague would like to ask you a few questions. Are you aware that there are 50,000 students in portables across this province?

Hon. Mr. Conway: I do not know the actual number. The last check I had indicated—but it may have changed—it seems to me that it was about 40,000. I did not think it was as high as that.

Mr. Davis: Whether it is 40,000 or 50,000, the problem is that you have young people receiving their education in portables.

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Mr. Davis: Whether it is 40,000 or 50,000, the problem is that you have young people receiving their education in portables.

Hon. Mr. Conway: That is true.

Mr. Davis: There has been a number of suggestions recommended, one of them from my own leader, Mr. Grossman, who as Leader of the Opposition indicated the capital grants should be divided so that they are in three distinct areas, with some type of five-year planning program so school boards are aware of the kind of income they are going to receive. My criticism of you is no different from the criticism of Dr. Stephenson when I appeared before her and said, "If the ministry asks school boards for five-year plans, then the ministry should be prepared to have five-year plans." The three distinct areas are new pupil places, renovation and upgrading budget, and of course, updating equipment.

I want to concentrate for a moment on new pupil places because the policy adopted by the ministry to say, "You must have the students in the area before we will give permission to build," which is ludicrous. Statistically, school boards can indicate very closely the number of students who will be generated by any given new development.

It seems to me one of the options the ministry should be looking at, and I ask whether you are looking at it, is to change this formula so that when moving into growth areas and large new developments, you accept the school board's premonition or premise that it will generate this number of students for that school, so they can get on with the building of the school and the school will be on stream well before, as currently happens, all the students who generate the funds for the school get there.

Hon. Mr. Conway: I have asked my officials, and I have indicated to my colleagues in cabinet that we are going to have to review the current structures, the current arrangements, as they relate to the provision of these services in very fast-growth areas. I am no happier than you are about the fact there are communities such as York region where the population is growing in ways that would make a Mount Forest type spin. There is no doubt that there is very significant growth in three or four of those areas I enumerated yesterday, and I am looking at options that might improve that situation. I appreciate your advice and I will be quite happy to take it very seriously.

Mr. Davis: I would be as critical of my own government if we were in power, or I am sure, of the New Democratic Party, and I am sure the NDP member would be as critical of his own. A situation where we are asking young people to receive part of or all of their education in a portable is not good enough in Ontario.

You have some \$400 million sitting in the Treasury. You cannot deny it. Your Treasurer has indicated you have it. He indicates he has had all these windfalls. He has also indicated that by the end of the fiscal year you will have close to \$1 billion of free money that you are going to give away. You have a responsibility for the education of the young students in this province and a responsibility to the parents. You should ask your colleague the Treasurer to release some of that money immediately.

I want to quote you from a no-confidence motion made in 1984.

Hon. Mr. Conway: Calm down.

Mr. Davis: I just want to read it to you because you irritate me—

Hon. Mr. Conway: I am sorry.

Mr. Davis: —by not giving any money to education.

Mr. Chairman: You are so provocative.

Mr. Davis: "The government lacks the confidence of this House because of its record in relation to all matters affecting education in this province, where through the ministries of Education and of Colleges and Universities, all educational institutions have been systematically undermined and sabotaged," — terrific words; I love them — "have suffered relentless cutbacks in financial resources, have become victims of divisiveness engendered among educational constituencies, have been compelled ... by confrontational and intransigent policies and have been subject to an iron hand of increasing centralization, loss of autonomy, in particular."

You list some 100 objectives; I want to read two of them.

"The decision of the government to withdraw from its commitment to share the costs of public education with local municipalities in a ratio of 60:40, to the extent that the government now contributes less than 49 per cent of such costs;" Those are your words.

The second one: "The policy of the government to refuse to provide capital funds to school boards for the building of school facilities in those areas of the province where overcrowding and the use of portables are at a crisis stage;" That

us what you now have. You ask for the resignation of the minister.

1700

Mr. Chairman: Hear, hear.

Mr. Davis: Should I ask for your resignation, minister?

Hon. Mr. Conway: It being a free country, the member for Scarborough Centre can move whatever he is inspired to move, or might be moved by whatever inspiration—

Mr. Davis: This time we have a minority government.

Hon. Mr. Conway: That is true. Did I really say all that?

Mr. Chairman: Under vote 3001, you can vote against the minister's salary.

Mr. Davis: Can we?

Mr. Chairman: I bring that to your attention.

Hon. Mr. Conway: With all the committee work that is being done around this place, I might be better off salary-wise to join some of you people on these tax-free per diems; that is unfair.

I think we have addressed some of the capital requirements to which the honourable member makes reference. I repeat again that we have made a substantial improvement on the capital account and I hope there will be more in the very near future. More has to be done. I do not deny that. Our record in the past 19 months stands very well in comparison with that of the previous administration, but I am not the most objective analyst in that sense. We are looking at ways and means of addressing the fast-growth areas that have caused particular pressure. I see the member for Mississauga South (Mrs. Marland) here. She knows from her region what that pressure is like. As well, we want to ensure that resources are made available to people in communities such as Arthur and Mount Forest, so they can renew—and I am waiting for the member to say something about Shelburne—and deal with their particular requirements as well.

Mr. Chairman: Why do we not give the member for Wellington-Dufferin-Peel (Mr. J. M. Johnson) the chance to raise Shelburne and other matters? Then I will go back to Mr. Allen and then we will go to the member for Mississauga South.

Hon. Mr. Conway: The squire of Jarvis is sitting over there, looking very contemplative. Perhaps he might want to—

Mr. Chairman: He will let me know.

Mr. G. I. Miller: I was listening carefully. If we have a little money to throw around, we could

throw some towards our tobacco farmers. They are walking off their land. They have to pay taxes, too.

Mr. Chairman: You have come to the right man. I will put you on the list here to talk to him. I know how hard it is to get hold of this fellow, so I will let you get on the list for that.

Mr. J. M. Johnson: I would like to ask the minister a few questions about Shelburne. As my colleague has mentioned, if you have \$400 million kicking around in capital funds the people of Shelburne would appreciate receiving some for a much-needed school. Shelburne Junior Public School is 87 years old, and as you well know, the fire marshal is concerned about it. When I brought this to your attention a few months ago, your ministry did provide \$181,225 to install a sprinkler system and upgrade the fire alarm system to meet the requirements of the Ontario fire marshal's office.

The school is in such bad shape that the parents petitioned you. They petitioned the assembly; 245 concerned parents from Shelburne and area. The petition read: "Shelburne Junior Public School has served the Shelburne community well for 87 years, but now it needs to be replaced. It is badly overcrowded. The fire marshal's office no longer thinks it is safe. It would cost in excess of \$1 million to renovate and maintenance costs are prohibitive. We, the undersigned, agree that Shelburne needs a new public school—now, not in 1990."

Will you comment on where Shelburne stands on your list?

Hon. Mr. Conway: The member for Wellington-Dufferin-Peel has been very persistent, but very constructive as he always is in these matters, in drawing the particular concerns of Shelburne to my attention. I thank him for that. We were able, in the allocation to which he makes reference, to provide some funding for the kinds of improvements that have been mentioned. Beyond that, there is a process for local boards. In this case, it is the Dufferin County Board of Education. They will file with the regional office, in this case the central regional office, their priorities as to capital requirements. The regional office will then assess all the requests that come in. Reverend Davis indicated that these are considerable. The local board establishes a priority. Then those are assessed by the regional office. Once the minister has his or her allocation for a given year, that is applied across the various priorities throughout the province.

In a couple of months, we will be making the specific decisions as they affect the 1987-88 cycle. I will soon be in possession of all the information that will lead me in making those determinations.

Mr. J. M. Johnson: At present, can you give me any indication as to the priority the Dufferin board has placed?

Hon. Mr. Conway: I cannot right now but I can get that information very quickly.

Mr. J. M. Johnson: I would appreciate it. The people I have talked to feel the Dufferin board indicated this was its number one priority. I would appreciate knowing if that is your feeling as well. Second, is there no way you can indicate to me your priority before the two or three months so I can convey it to my constituents?

Hon. Mr. Conway: I will simply say that there is a procedure. I know it is not entirely satisfying because there are real needs out there that in some ways, I suppose, ought to have been addressed yesterday. I want to tell my friend from Mount Forest that, as minister, I would like to be able to hand out a number of cheques instantly, because believe it or not, there are even some of these problems in my beloved Renfrew, where they wonder sometimes—more often than I would like to admit—about the ability of the local member to do justice to the requirements there. I will take a look again very quickly at what we have in from the Dufferin board and the central regional office and get back to the member within a very short time.

Mr. J. M. Johnson: I would appreciate that and I would appreciate your indicating as soon as possible the time frame within which you will be making the decision on it.

Hon. Mr. Conway: By the way, in the normal course of events that decision would be made on April 1. That is the point at which we will make the decisions and the announcements. We try to stick to that April 1 deadline every year. I think we miss it occasionally by a bit, but it is on our cycle.

Mr. J. M. Johnson: If it is deemed a priority by the Dufferin board, if your ministry concurs that it is a priority and if the decision is made in April, what does that mean as far as the time frame is concerned?

Hon. Mr. Conway: Perhaps the deputy minister may want to comment. It is a staged process.

Mr. J. M. Johnson: What is the time of the stage? If it is approved as a priority in May of this year, does it mean there could be some possibili-

ty of construction this year, or is it two years or what period of time is it in the normal course of events?

Dr. Shapiro: That will depend on the stage plans are at in the school district itself, as we will pay for it as the school gets built. If the plans are far enough advanced, if they get approved and if the building gets up, we will pay for it as soon as that is done. It really depends at what stage of the planning the school board currently is relative to that building.

Hon. Mr. Conway: I remember a situation that involved one of your colleagues; I hope I am not telling tales out of school. There was great interest by this member about a top priority in last year's allocation. It happened to be a priority advanced by the local board, agreed to by the central regional office and approved by the minister. Then it was a priority, but it all got side-tracked when the assumed site was lost to the local board. The site on which they intended to build the school could not be secured. Then a search had to be undertaken for an alternative site. That kind of situation occasionally happens. I do not mean to suggest it is a frequent occurrence, but that is one case I remember well. I do not know how that got resolved, but I remember the member inquiring, just as you are. In that case, it was approved and everything was set to go but the board could not tie down the site that had been expected.

Mr. J. M. Johnson: You are suggesting that if the board indeed feels it is a priority, it has certain work to do as well?

1710

Hon. Mr. Conway: Sure, and they know that and they will have done it. I do not mean that last comment as any criticism of any board. I just mention that occasionally there will be an unexpected glitch, if I can use that word, that will perhaps alter the timetable a bit.

Mr. J. M. Johnson: At the earliest possible opportunity you will provide me with the information on that?

Hon. Mr. Conway: I will be quite happy to do that. Again, I appreciate the member's very persistent expressions of interest on behalf of the good people of Shelburne.

Mr. J. M. Johnson: Thank you. I have one other question that should not take much time. It pertains to the Wellington County Board of Education. On November 13, I requested an opportunity for some of the board members to meet with you. They wanted to go into some problems they have had, many of them relating to

the recent school strike in Wellington county. You replied on December 9 saying that your schedule was too demanding and that you would not be able to meet with them for some time. You further went on to say your policy advisers could arrange a visit with the members of the Wellington county board at some time in the future.

I talked to the director of education at Mount Forest an hour or so ago. At present, nothing has been set up. Can you give any indication of a time you could meet with the board?

Hon. Mr. Conway: I will be happy to do that. I decided not to do it in December because we were looking at reconvening in January. I knew we had estimates and a number of things and I had already had to cancel a number of things. I did not want to take any more engagements in the January-February period, but I will be happy to pursue that.

I must say that I remember being requested to meet a group of individuals about the situation in Wellington after the strike ended. I am trying to remember the name of the group, but there was a group expected. When I got there, I had a delightful conversation with the one person who came. It was a delightful hour-long chat, but I had somehow expected a larger group. Many arrangements had been made and I was partly to blame. I think there had to be rescheduling because of something that had happened in one of the committees, but I remember a delightful conversation.

Mr. J. M. Johnson: One of the other members from Wellington must have arranged that.

Hon. Mr. Conway: As a matter of fact, he did.

Mr. J. M. Johnson: I am not sure that this letter received back from your office is quite accurate. I think your interpretation is that they wanted you to attend a meeting in Wellington. I think they would be quite prepared to come to Toronto to meet with you at your convenience. Will you give it your consideration?

Hon. Mr. Conway: Yes, I will take another look at it. I know the reason was simply that back in November-December, I was getting anxious to make sure I got the session ended before I started to make commitments I might have to cancel.

Mr. J. M. Johnson: All right. If you can let my office know, I would appreciate it.

Hon. Mr. Conway: I will be quite happy to do that.

I know this is uncommon, but I have a great deal of time for my friend from Mount Forest

who has been around here for a long time. The minister always likes to get something out of estimates, perhaps beyond what his friends the critics say. I might ask a question of the member for Wellington-Dufferin-Peel. What is he hearing about education in his wonderful part of the world that a minister ought to know about? Is there anything beyond the points you have made? I have great respect for your wisdom and I am interested to know what, if anything, you have been hearing about education from your constituents in general. Is there anything beyond those two matters you want to convey, as a member who has been around here for 12 years and who is quite sensitive to what is going on out in the real world?

Mr. J. M. Johnson: I could go into many things but I prefer to leave it at that. We do not have the time. I would appreciate your responses on both issues.

Hon. Mr. Conway: I will do that.

Mr. J. M. Johnson: Thank you for your consideration.

Mr. Allen: I was trembling on the brink wondering whether the member was going to join or reflect the constituents who have joined the new majority, who apparently for the first time according to the Ontario Institute for Studies in Education poll, have declared themselves generally dissatisfied with education in Ontario.

Hon. Mr. Conway: Speaking of that, if I might, somewhat—

Mr. Allen: It was not my question.

Hon. Mr. Conway: I know. This morning I read in the—I should not say this—

Mr. Allen: It is called ministerial privilege. Go ahead.

Hon. Mr. Conway: I was going to say to Dr. Allen who is learned in many things that I noticed in two of the three Toronto newspapers, press reports of the poll that has been referred to. I suggest members might read the Globe and Mail and the Toronto Star account of the OISE poll and, after reading both, determine whether or not they could both be talking about the same opinion research. I think that is quite an extraordinary commentary on I am not sure what, but I read both of those this morning and wondered. I have not seen the poll, but I have asked for a copy. I must say, having read those two reports of apparently the same research leaves me very anxious to see the poll, because one gets the impression they are talking about two different polls.

Mr. Allen: The minister will be even more confused when he reads the original, because he will discover that indeed the two reports differ among themselves and the poll itself differs from both. You are going to have your problems when you get home tonight and take it to bed with you.

Since we are concerned about finance and not exceeding our limits and all that kind of stuff, I would like to propose a way in which you might perhaps conserve somewhere in the order of \$3.4 million or \$3.3 million in a current corner of Ontario. I quote from the North Kawartha Times in an editorial entitled "Out of the Closet," from January 14, 1987:

"Revelations Thursday evening at a workshop held by the Victoria County Board of Education have brought the Ministry of Education out of the shadows and into the revolving door of the consolidation issue."

Hon. Mr. Conway: This is the North Kawartha Times.

Mr. Allen: I am glad to know that you are in the revolving door at least and out of the shadows.

Hon. Mr. Conway: I will have you know I have been accused of worse.

Mr. Allen: The editorial goes on to refer to remarks by Susan Morrison from the central regional office. She said, "The ministry is continuing to support communities with small schools." She said:

"The ministry guidelines do not require a minimum size requirement for the number of students but acknowledge that there have been no new schools built to accommodate less than 275 students.

"Asked by the trustees about possible increases in small school grants, however, it was indicated that no increase was anticipated. The small school grants had been identified by the board on numerous occasions as a source of an ongoing difficulty to obtain and that funding assistance, according to Susan Morrison, for small schools was available for renovations to the fabric of the building, to repair and upgrade the existing facility, but that it was not available to make additions, such as gymnasiums or libraries."

Just parenthetically on the last note, I understand that all the small schools in that area do, in fact, have libraries. It would not be a matter of grants to create them but grants to improve them.

Then in the Lindsay paper: "The Ministry of Education seems to have a hard time understanding the needs of rural Ontario. A story arising last week provides an example. Last Thursday

evening the Victoria County Board of Education hosted a public meeting in which representatives from the ministry offered reasons why the board's proposal to build two consolidated northern schools had been initially rejected.

"The ministry is looking for reasons why the board switched from its originally proposed and ministry approved single large consolidated school to two smaller ones. The ministry wants an explanation of how two smaller schools can deliver the same quality of education as a facility twice as large.

"The view this seems to infer is that the ministry feels a large school will necessarily provide a higher quality of education. It is a view which ignores many factors, an obvious one being the longer bus routes which would be required.

"Two hours a day of bouncing around the backwoods of Victoria county will not make it any easier for a seven-year-old to come up with a maximum effort in the classroom.

"The final irony," the editorial goes on to conclude, "is that now the Victoria County Board of Education, having originally proposed the single-school solution, and not the supporters of the small northern schools in the area, finds itself having to persuade a governing body that smaller can be as good as bigger."

It would seem to me that, given the alternatives in Victoria county and given the widespread desire in the community that the small schools in existence be improved and maintained, and that the highly expensive options of either one or two larger schools be rejected as distinct from the ministry's apparent conclusion now that either of those two options is the better one to follow, but that the broader view of the community ought to be given a great deal of attention before this matter is concluded.

1720

I have in hand a couple of studies, for example, that were done by Dr. David Marshall, who is currently the dean of the faculty of education at Nipissing University College, but who formerly was an officer with the Manitoba Ministry of Education.

Dr. Marshall, in these papers, alludes to a number of studies on the whole question of small community schools and their benefits. He observes that much of the rush towards large consolidated schools proceeded with relatively little substantial research into the impacts on quality of education. He refers to a study by two gentlemen called Barker and Gump, called *The Inside-Outside Paradox of Large Schools*. Larger

is seen as impressive from the outside but not really as impressive when you look inside.

In the light of the fact that large urban schools are increasingly embracing traditional small-unit, individualized instruction for pupils and cross-age or family grouping and peer tutoring and so on, all of which is very reminiscent of the style of instruction in the smaller schools, one has to begin to conclude, perhaps, that the small schools really do have a lot to commend them still in terms of the delivery of quality education for their children, and especially when you correlate that with many of the healthy advantages of small community life across our province.

The studies indeed are remarkably persuasive. They do not say that small is necessarily good or that big is necessarily bad, but while big can be good, so can small. Therefore, a ministry that still proclaims that it has an attachment to and a commitment to small communities and to small community schools really ought not only in general to be broadening the terms of reference with which it will support those schools, finding ways to help them secure additional facilities in the sense of upgraded libraries, improve their capacity perhaps at least to do some form of physical education without tripping over your desk in your classroom and so on, but ought really also to be taking more seriously than it would appear from what I have been able to read and hear, as I have listened, that large body of opinion in Victoria county, which really has an attachment to what appears to me, in terms of the research, to be a viable approach for education.

There is no evidence that Marshall can give that schools of 75, 85, 95, 100 students are necessarily likely to produce a lesser-quality product, educationally speaking. I certainly found that in my community when they closed a school of that size called Princess Elizabeth Junior School about three or four years ago. It was surprising to me that the board officials, after the effect, were prepared to confess that the results from that school educationally were equal to, if not better than, the norm of the school system across the whole of Hamilton; yet during the midst of the debate, the school board officials were not prepared to say that.

I wonder if you would comment on the circumstances in Victoria county, because I really think that one has to take the other option very, very seriously.

Hon. Mr. Conway: I have just a couple of observations, and I want the deputy, who is quite interested in and knowledgeable about the whole

issue of small schools, to comment. But let me say at the outset: Mine is a world of small schools. My county, my own personal experience is very much in what many—

Mr. Davis: Here we go.

Hon. Mr. Conway: No, it is true. I am not going to be too parochial. That is the reality. I spent one of the most pleasant afternoons in a long time just after Christmas—actually, the first school Monday of this year—at a little school in a little place in my county called Griffith, one of the few one-room schools left in southern Ontario. There were 13 students in that environment, quite a distance from any larger centre. Spending the afternoon in that school with the teacher and some of the parents who were there, I felt an energy and enthusiasm that were quite remarkable.

I know my colleagues the member for Haldimand-Norfolk (Mr. G. I. Miller) and the member for Frontenac-Addington (Mr. South) are as knowledgeable as, if not more knowledgeable than, myself about what the small schools mean in their communities—Jarvis, Denbigh, Sharbot Lake and lots of other wonderful locations. The Victoria county matter has been drawn to my attention by the local member, my friend the Minister of Tourism and Recreation (Mr. Eakins). In a way, that is not unlike the Shelburne Junior School matter on the agenda of the member for Wellington-Dufferin-Peel.

As I said to the local member, we at the ministry will certainly do everything within our power to encourage the maintenance of small schools. We have weighting factors, special financial assistance to boards. I was very pleased in recent discussions with the Prince Edward County Board of Education, a small board in east-central Ontario with a number of small schools, to see how, for example, that kind of support had helped to maintain some of its facilities.

Dr. Allen, you alluded to this in your comments about the Hamilton situation. Local boards do have decisions about what will be built and where and about what will be maintained and what may be closed. There has been a very active debate in Victoria county about consolidation. I do not want to leave anybody with the wrong impression. The ministry has a role to play, but again in this regard, locally elected officials have decisions to make about what will be built and what will be consolidated. That is the message I have conveyed to the local member, who has been very much involved in this whole question.

I do not want to leave anybody with the wrong impression.

I see in some areas, including my own, some very creative possibilities with school boards, public and separate, with small schools in smaller rural communities, many of which are depopulating, unfortunately. There have been some very interesting and creative developments, but not all of these are easy. There is great controversy when one deals with these questions. I remember when one of my predecessors, Mr. Davis, decided to end a century of there being no public high school in the whole western part of my county. The greatest debate of the whole question was where that new school was going to be built. Those are intensely controversial subjects when you get to smaller communities, but certainly I recognize the important role small schools have to play.

Again, just speaking for some of my own constituents and the efforts that people in some of our smaller schools are making to sustain the small schools, I can think of a few situations in my own county where there is a small school in between two larger schools. There are market forces—dare I use the expression? I do not mean economic market, but general community forces—over which we do not always have the control we might imagine, that work against the small school. It may have to do with where the parents work. If they are working in one of the larger centres, there is a variety of pressures that tends against maintaining the small school that most of that community wants maintained, but a school board has to make decisions about numbers and parental preference.

Dr. Shapiro, perhaps you want to comment.

Dr. Shapiro: I want to say something about Dr. Marshall's work, which you referred to earlier. I agree with absolutely everything he said. It clearly is the case that small schools can be wonderful experiences, and so can large schools; it all depends on how they are organized and developed in relation to the community they serve. There is no reason to be against one or the other in principle.

I do not want to comment on the Victoria county case in particular, because I am not familiar enough with it, although I would be glad to provide a report on it. The difficulty often arises when people want to have their cake and eat it; that is, the price you pay for maintaining the small school is that frequently you cannot provide the range of programming available in a large school and the number of different choices. You can often provide more than people think

you can, because there are lots of subdivisions and reorganizations you can do in creative ways of putting things together, but you cannot have precisely the same capital or personnel infrastructure that is possible in a large school. That is often a price well worth paying for the other kinds of benefits the small school does provide. As long as the local community understands that, the choice really should be up to it and not be a choice we need to make at the ministry.

Incidentally, we are reviewing the small school weighting factor to see whether we ought to be doing something in that area. There are currently about 300 elementary schools in the province that qualify for the special grants, about 100 in northern Ontario and 200 in southern Ontario.

Mr. Chairman: Keeping the 15-minute allocation in mind, I would like to move to Mrs. Marland.

Mrs. Marland: As the representative for Mississauga South, I am also interested in the total area of the region of Peel. As the minister may recall, I was a trustee on the Peel Board of Education for four years.

Hon. Mr. Conway: An experience the minister never had.

Mrs. Marland: That is a very valuable experience, as is being a municipal and regional councillor and coming down to Queen's Park. It also means I have an understanding of the problems of both the ministry and the school boards in coping with the demands in a unique region such as Peel. I now recognize that the Peel Board of Education is the largest public school board in Canada, and the Dufferin-Peel Roman Catholic Separate School Board is probably the fastest-growing school board in Canada at this time.

Hon. Mr. Conway: I think York Region Roman Catholic Separate School Board is probably faster.

Mr. Chairman: It is a heck of a race.

Hon. Mr. Conway: That is the truth.

Mrs. Marland: There are very special needs in a high-growth area such as the region of Peel, with its tremendous demands for local accommodation. Every young family moving into one of those many newly developed subdivision areas in either Mississauga or Brampton is looking for its own neighbourhood school. They are not looking to have their children spend two hours a day on a bus or sitting in portables all their school days. I am aware that, as the minister, you understand that.

I recently had the pleasure of having both chairmen, Mrs. Margaret McKee of the Peel Board of Education and Robert Hall of the Dufferin-Peel Separate School Board, together on a program where we were discussing the very real problems of capital construction for both those boards. Their ongoing operating budgetary problems are also very real in the light of the transfer payment they have received, but the problem of capital construction is their biggest concern.

They both showed me photographs of many of the schools, even new schools, they have within their jurisdictions, whose schoolyards were completely covered with portables. I wonder what kind of assurance of relief in the short term you see being able to provide for school boards, particularly of a unique position because of the tremendous growth. It is not comparable anywhere else in the province.

Hon. Mr. Conway: I thank the member for both her interest and her question. I am delighted to have her present, because, as she indicated, she brings a particular experience from her prelegislative time as a trustee with the Peel board.

I indicated yesterday a number of areas in the province, and certainly Peel is one, that are very fast-growth regions, no question about that. York, Peel, Durham, Carleton, in my part of the province, suburban Ottawa—a certain gentleman at the back of the room intones “Scarborough,” and he is quite right—those are areas of the province where there is very dramatic growth, and in places such as Peel, Dufferin-Peel and York region, it is explosive.

The short answer to the question is, there is no alternative in the here and now but more resources for those boards to provide the spaces that are going to be required. I do not know if you have ever had the experience, Mr. Chairman, but I remember—I do not want to be too personal, as I am warned in these cases—it is not a new phenomenon. It is the experience of just about every generation that there are areas of very fast growth. I remember being in school in the 1960s. It was so bad I belonged to that crowd that was double-shifted. I guess I will never recover from that.

Mr. Chairman: There is some evidence.

Hon. Mr. Conway: There is more than a little evidence. But I remember that was the solution. There were so many kids around that the only solution—and they were building a lot of new schools—was to double-shift. I thought at the time it was quite an exciting experience. All I

wanted was the afternoon shift. I got it one year and I do not think I got it the other year.

Mrs. Marland: That was at the secondary level, was it not?

Hon. Mr. Conway: It was at the senior elementary level, as I recall. However, times were different and I do not mean to suggest what was done in the 1960s could ever be done in the 1980s. I am sure that is not possible. I am sharing that as what happened with the so-called baby boom, which was not an uncommon situation. I raise it only because one of the experiences one now has as minister, and I am sure the member for Mississauga South knows whereof I speak, is the residue. So many of those areas now are without the great school-age populations and there are substantial facilities around that are either empty—

Mr. Jackson: Nearly empty.

Hon. Mr. Conway: —or nearly empty.

Mr. Jackson: What are you doing about it?

Hon. Mr. Conway: I just make the point that, again, I can—

Mr. Jackson: It is the nearly empty ones that fascinate me.

Hon. Mr. Conway: They interest me as well, because certainly, schools that have been built for a purpose ought to be used for that purpose.

Mr. Jackson: We raised it in Bill 30.

Hon. Mr. Conway: We can agree on that, but I simply say, when one looks at parts of Scarborough, North York, Etobicoke or my area in the city of Ottawa, one thinks of great growth areas of the 1960s where there is now very substantial change. I want to make sure that, as we address the fast growth area pressures today, we do so in a way that looks to the future.

One of the responses is the new technology. We are allocating moneys to school boards now for these demountable schools that provide a certain amount of flexibility in terms of populations.

Mrs. Marland: Oh, yes.

Hon. Mr. Conway: Perhaps they are not the member's first preference, but I think we have to look beyond additional resources, at building facilities that are going to meet school and community needs beyond the 15- or 20-year period when the great school-age population is going to be present, at least as I see it.

Mrs. Marland: While I would like to be generous enough to be concerned about all the other areas to which you just referred, my immediate concern is the Peel board and the

Dufferin-Peel separate school board. When you say you are now looking at all these new things, such as demountable facilities, I would like to tell you it was in 1975 and 1976, which is now a mere 10, 11, 12 years ago, as a trustee I met with the architect and a very highly respected gentleman from the ministry—I am trying to remember his name—who may no longer be there.

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Hon. Mr. Conway: Dick Lawton?

Mrs. Marland: That is right, Mr. Lawton. I had the pleasure of working with him and one of our local architects in Mississauga at that time, Donald Skinner, on the design of the first portapack unit and the design of the first core schools.

That relief valve in terms of design of school accommodation is not new. It is at least 10 or 12 years old. I recognize that is the only solution where you have a high requirement for enrolment in a high-growth area. Then, when the enrolment falls off, you are not saddled with a facility that does not have any other alternative use because, certainly, the core school concept is excellent for other uses, such as a community centre, or whatever else is needed within the area.

I would like you to answer the question directly as to what you plan to assure me on behalf of the residents of Peel for the near future relief of the tremendously serious capital construction deficiency.

Hon. Mr. Conway: I am concerned that my first response was not construed as a direct response. I will try to correct that by saying that in areas such as the fast-growth parts of Peel and Dufferin, there is no question that we are going to have to apply additional resources. We have been doing that in the last 19 months and we will continue to do that. It is not likely to address all the needs—I want to be unhappily frank to that extent—but there should be no confusion as to what I think the short-term requirements are.

Mrs. Marland: When you sit and take part in the cabinet sweepstakes—

Hon. Mr. Conway: Cabinet deliberations, yes.

Mrs. Marland: I am talking about the financial sweepstakes at the cabinet table. I am talking about survival needs. Once we have dealt with health, the next survival need for the future generation of this province is its education accommodation. How do you deal with that on behalf of Peel?

Hon. Mr. Conway: The short answer is by doubling the capital allocation in 1987 over 1985

in recognition that there are very significant requirements in education that have to be met and that on the capital account have been substantially improved to a real degree over the last 19 months.

Mrs. Marland: Are you saying you have doubled them?

Hon. Mr. Conway: Yes. The 1987 capital allocation will be double the 1985 allocation.

Mrs. Marland: To Peel?

Hon. Mr. Conway: I am talking globally. I will give you the Peel numbers. I can provide those very easily. I do not have them at hand.

Mrs. Marland: I thought you were answering the question globally. I am asking the question on behalf of Peel.

Hon. Mr. Conway: You can appreciate how I might not be able to pick those numbers out of my head instantly.

Mrs. Marland: Yes, I do appreciate that. I look forward to your answer about what you plan to do to resolve this very serious problem in Peel.

Mr. Chairman: Would you like us to get that through the critic if you are not back in the committee or would you like it sent directly to you?

Mrs. Marland: If it could be sent directly to my office, I would appreciate that.

Hon. Mr. Conway: Sure.

Mr. Chairman: Would committee members like it?

Hon. Mr. Conway: I am quite happy to supply them.

Mrs. Marland: Another area of concern that my constituents have is that of special education. I know the mandate of Bill 82 is very broad, extensive and far-reaching because it needs to be, but since we have recently funded another new program in education in the province—namely, the funding for the provisions of Bill 30—could you tell me how you plan to meet the still outstanding needs of Bill 82 in terms of implementing its programs?

Hon. Mr. Conway: About a year or so ago, after the five-year experience of Bill 82 had been achieved, we undertook an examination of that experience and, as part of that, a discussion paper was issued that has been widely circulated—I think copies could be made available to the committee—for consultation and for response as to how we might improve the process. My expectation is that later this year we will be in a position to go back before the House and indicate how we might address a number of the areas that

have been identified as needing additional attention or refinement, on the basis of that experience.

Perhaps it would be useful to bring the discussion paper, if you wished. Perhaps Peter Wiseman could come from the ministry, if you were anxious to pursue that.

Mrs. Marland: I would appreciate a copy of it. Thank you.

Mr. Chairman: Some members did raise questions around this in their opening statements. Did you wish to schedule a time or that we just deal with this as we are going along? I am in your hands. It would be helpful to be able to advise.

Mr. Davis: Monday afternoon, what have we scheduled?

Mr. Chairman: We have the French situation.

Mr. Davis: How about Monday afternoon?

Hon. Mr. Conway: Sure. I will be quite happy.

Mr. Davis: Monday afternoon.

Hon. Mr. Conway: That has been the intention. We have been reviewing the experience. There is no question that there are a number of areas where there have been concerns expressed, where there have been suggestions made about improvements that could and should be made. We are anxious to build on that experience and to take the necessary action after due consultation with individuals and with the educational and other interested communities.

Mr. Chairman: I will try to schedule it for Monday afternoon, starting off with Bill 75, then the Roy report and, if time permits, we will move on to special education.

Mrs. Marland: Just very briefly, to finish, do you share my concern about the real need for some areas in special ed that have still not been addressed for young people and their families?

Hon. Mr. Conway: With Bill 82, there have been significant advances made. I think it is a great credit to public education in this province at the frontier. Public education has been advanced in the last decade to incorporate those many people who had not previously been part of the mandate. I think it is a great credit to the previous government, to this Legislature, that this significant advance was achieved. There is no question, and I would not want to not say this in the presence of this chairman, that there are difficulties that have to be addressed. I do not suggest it is a perfect world.

We have deficiencies in certain kinds of professionals in areas of this province, my own and the north, to name but two. There are concerns about the various appeal processes, among other concerns. Certainly, we want to address those as best we can. It is the nature of being a reformer, Mrs. Marland. One does not want to sit in the comfortable pew of the status quo, but rather try to improve and advance the cause.

Mr. Chairman: I think I am going to have to limit the discussion on this now and say that people interested in the subject should be here on Monday. Do you have a short supplementary, Mr. Jackson? I am trying to allocate 15 minutes back and forth at the moment.

Hon. Mr. Conway: I am also trying to prepare a summary document, if we can, so that we are not just inundated with a load of paper. We can take the discussion paper and reduce it to an executive summary. You are welcome to have both.

Mr. Chairman: Why not have both for the critics and the rest of us can have the summary?

Hon. Mr. Conway: I will make sure Mrs. Marland receives a copy.

Mr. Chairman: So we are not reducing too many forests.

Mr. Jackson: My supplementary was with respect to this capital allocation question and the further compounding of those demands with respect to Bill 30. You know the long and arduous sessions we shared with respect to drafting the specific clauses around that period when coterminous boards agree to disagree and seek a solution with respect to the leasing, sharing, etc. of a facility. That is a unique problem, and it is one of the first areas of the legislation with which we are experiencing problems. It is very important to the capital pressure issues in this province.

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When Mr. Newnham is here on Thursday, I would like to ask him directly. However, since you ventured forth in this area, I want to ask you what you are doing to encourage the legislation to work with respect to the more equitable sharing of facilities, or what we all politically sold as rationalizing facilities, in given jurisdictions. Some may reasonably argue there are games being played out there with respect to how boards approach the issue of declaring predominantly secondary school facilities in Ontario redundant and delaying that decision for some time. It has created an unfair delay for separate boards.

Have you changed your mind with respect to the legislation? I did flag it with you that the court of final appeal, being your office, could take as long as three years. I felt that was an inordinate length of time. Have you changed your mind on that issue, or is there something out there that would convince you there may be room for amendment in that very delicate but very important matter? You do not have the money to come up with all the capital needs. Maybe we should be rationing a little better.

Hon. Mr. Conway: I want to note the honourable member's comment as one that is a significant admission and one that is sponsored by his not inconsiderable knowledge of this very significant part of the educational debate. Have I changed my mind? No, I have not changed my mind. My feeling is still, as was indicated in this committee some months ago, that if we put in place the right kind of framework, both legislatively and with regulation, we can encourage, by and large, the maximum use of existing facilities.

Mr. Jackson: Are you satisfied that the current schedule or program boards are using to declare secondary schools redundant and therefore available, as set out by your ministry guidelines to make them available to the coterminous board first—

Hon. Mr. Conway: Am I satisfied? I am very hopeful. I am never fully satisfied. You know me well enough to know I am not fully or easily satisfied. I think back to the advice offered to me by the member for Scarborough Centre. As I recall the debate a year or so ago, he said that perhaps we could put aside the ownership question and remove that issue. I think he put an amendment to that effect and said, "Let there be a five-year period where ownership is not an issue." I think I fairly represent his very good advice, which we were happy to incorporate. We have done that. We have said the ownership question is set aside, except in those cases where the boards agree it will be dealt with.

We have in place new regulations that I believe provide a real incentive, which has been accepted or taken up by some boards. I think of the Windsor situation where it has already been the case that there has been a transfer on a lease arrangement between the public and the separate boards. There have been others. I hope there will be more. As the member suggests, it is just not an appropriate allocation of resources, even if we had them, to be in many areas building new facilities where, by everyone's account, there is more or less—

Mr. Jackson: Then you are satisfied that no public board in Ontario is dragging its heels on the issue of declaring redundant, or triggering the school closure guidelines set down by your ministry, as a means to delay what many see as an inevitable point at which we will approach the rationing of public facilities in a more equitable way?

I have a reason for this question.

Hon. Mr. Conway: With that Hamilton Burger look on your face, I suspect you have.

Mr. Jackson: We are picking up from where we left off with Bill 30. There are some very real practical problems out there. You have one of three options. One is to pour money into the system to build, in some instances, redundant facilities within a region; the other is to force the sharing; the third is to do nothing. I am anxious to find out which of those options you are going to approach with more seriousness.

Hon. Mr. Conway: What we have done is put in place a legislative framework and a set of regulations which I think contain the kind of incentives that ought to effect it.

Mr. Jackson: "Incentives" is a great word.

Hon. Mr. Conway: It is an incentive to offer \$500 per pupil place for leasing and \$750 per pupil place for sharing. I think I have those figures right.

Mr. Davis: You consulted with the public and separate school boards on that, did you not?

Mr. Jackson: In fairness to the chairman, he has given me some extra time. I will pursue this in more detail later and will yield to the chair now.

Mr. Chairman: An appropriate time might very well be on Thursday afternoon, when we have the major discussion on Bill 30. It would obviously fit in that context. Mr. Allen, is there anything you want to raise in the last five minutes or so? Is there a matter on which you would like to try to touch the surface?

Mr. Allen: No, minister. I thought Mr. Davis wanted to go back to the Victoria county issue for a few minutes.

Mr. Jackson: I agreed to yield to Mr. Allen but not to Mr. Davis.

Mr. Davis: I have news for you. I am our Education critic and I am going back to where I want to go.

Mr. Chairman: Good point, Mr. Jackson. We will now watch a fight for dominance in the Tory caucus.

Mr. Davis: I would like to go back to the concern of the people in Victoria county. I find it interesting that you continually talk about local initiatives and the right of the local school boards and trustees to make decisions. I do not yet want to quote the times, but I shall, where local officials have suggested a priority with respect to the construction of a new school, renovations or whatever and you have ignored their recommendations.

Hon. Mr. Conway: It is not a question of ignoring it.

Mr. Davis: I can point out where you have taken a priority which has been listed by a board for two or three years as its top priority and gone down to a third or fourth level.

Hon. Mr. Conway: We have done that in cases, it is true, because quite frankly, we just did not have the dollars for some of the top priorities. We picked other things off the priority list that we had resources for. I am not happy about that, but that is the truth of it.

Mr. Davis: We will get to that. In this instance, I would ask for your opinion. I look at the size of the schools listed, and they are small schools. You have a commission looking at the viability, which is your word, of small schools. They are viable, and I believe I quote your intent at least. When we debated Bill 30, we talked about the small schools that would be created in the separate school system, to begin with. They are the centre or a hub of the community.

You approved a single school to be built to accommodate up to 400 students. In a way, your deputy minister has indicated that the rationale for bringing those school jurisdictions together is that you can provide better service. Now the local trustees say, "We do not really want one; we want two." Now you are going to split them. They do not meet your guidelines with respect to the rating. You have already turned them down, but you said, "Go ahead and reapply, make some adjustments and we may allocate the money to build two."

If you have already turned them down—and I do not think you turned them down because of accommodation ratings; I think you turned them down because of program delivery—it would be important for you to clarify. Do you believe the same quality of program could be delivered in the two schools the trustees suggest be established and the one school your ministry officials said would be the solution?

Hon. Mr. Conway: Those are perfectly valid questions. I can only say that I want to check the

file and come back on Thursday with the specifics, because you are owed that explanation. As I recall, there are quite a number of factors at play in this Victoria county matter, which you as a former chairman of a school board would well know. I do not want to leave you with anything other than the full story. I did not bring that file with me, but I can certainly get it.

Mr. Davis: I would like to go on record as pointing out to the minister that I do appreciate his acknowledgement about the five-year transfer. I would also like to point out to him that I did recommend that he create a committee to look at the transfer of buildings in respect to what the public and separate boards should pay to each other. He did not accept that piece of information. In fact, if I am correct, shortly after the House ended in June, two weeks later, he arbitrarily made the announcement that the transfer would be for \$1 plus the scheduled fee.

Hon. Mr. Conway: Me? Arbitrary? I am reluctant to accept all the advice of committees and task forces, because as a government we have been chastised, if not worse, for a proclivity in that area.

Mr. Jackson: Let alone listening to them.

Mr. Chairman: Mr. Allen wanted to make a comment.

Mr. Allen: Can I add in the one minute we have left, that while it is true, as the minister has observed, there are local school boards that make local decisions and have that proper right to assign their own priorities and that they go after them, two things are also true.

One is that the ministry, through its funding mechanisms, is able to encourage various options. Among the encouraging things it might well have done that would have helped this board to expand its range of options at an earlier date would have been to provide more substantial small-school grants and a varying range of options in terms of what they might apply to.

It might also not have been beyond the bounds of possibility that the ministry, since it does accede to the point that small schools can be very good learning experiences, could also use various informal routes to lobby for that as an option a board might consider. There are many informal ways that can be done, as you know, as distinct from issuing some edict and saying, "No, you cannot go this way," or, "Yes, you must go that way."

Hon. Mr. Conway: I quite appreciate what the member is saying. I conclude by observing what he said about 30 minutes ago, in recalling

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Johnston, R. F., Chairman (Scarborough West NDP)
Marland, M. (Mississauga South PC)
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Witnesses:**From the Ministry of Education:**

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(Renfrew North L)
Shapiro, Dr. B. J., Deputy Minister



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Publications

No. S-52

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

Second Session, 33rd Parliament
Thursday, January 29, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, January 29, 1987

The committee met at 3:53 p.m. in committee room 1.

After other business:

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ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3001, ministry administration program:

Mr. Chairman: We are dealing with the estimates of the Ministry of Education. We are on vote 3001 and we have approximately 10 hours and 15 minutes remaining.

Mr. Davis: We originally had what?

Mr. Chairman: Fifteen hours.

I now call forward the representatives of the Commission for Planning and Implementing Change in the Governance and Administration of Secondary Education in Ontario, Mr. Newnham and associates, whom we have not seen for several months. Come and tell us what is happening.

Welcome. As you may have gathered, the committee is anxious to have an update about how things are going. If you would like to start with a bit of a statement, we already have a list of questions begun by Mr. Davis in advance of all this. How would you like to proceed?

Mr. Newnham: Very briefly, we are in the process of analysing the separate school board plans. We have recommended eight to the minister and we are in the process of continuing the close analysis they all get. Our aim is to have all the recommendations in the minister's hands as soon as possible—within the next short number of weeks, we hope—so the notifications can go back to the boards in ample time for planning for the fall. Perhaps that will be a sufficient statement. The questions will bring forth such other information as the committee wishes.

Mr. Chairman: I imagine that will be just fine and that there is a lot of knowledge on what you do here already.

Mr. Davis: Before we begin, will the process be the same: half hour, half hour, 15 minutes, 15 minutes?

Mr. Allen: Sure, that is acceptable.

Mr. Chairman: That will be about an hour and a half.

Mr. Davis: I would like to know the number of Roman Catholic separate school boards that your commission refused permission to continue at the next grade level, what happened to those that were refused and why they were refused.

Mr. Newnham: Right. In the 1985-86 year, the rejected boards were two, the Kirkland Lake District Roman Catholic Separate School Board and the Prescott and Russell County Roman Catholic Separate School Board of Education. In the 1986-87 school year, the rejected board was the Cardiff-Bicroft Combined Roman Catholic Separate School Board.

Mr. Davis: The rationale for them?

Mr. Newnham: In the case of the 1985-86 year, the rationale on the Kirkland Lake plan was that it did not meet the criteria of the commission. Those criteria include such things as accommodation, the working out of an agreement for staff at that time, the program and the various main elements that go with offering a secondary school program.

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In Prescott-Russell, the situation was different than in Kirkland Lake because there the students could be accommodated in Samuel Genest school in Ottawa and there was the problem of the predominance of the separate students and the situation of the public board.

Mr. Chairman: I realize some members have not been on the standing committee on social development for as long as the others. There are at least three people who may not know who the two of you are.

Mr. Newnham is speaking as the chairman of the planning and implementation commission. Mr. Thomas, to my right and his left, is the executive director. I apologize for presuming this was old home week and everybody knew everybody.

Mr. Allen: On a procedural point, since it is true that there are other members of the committee who were not in through the whole debate, would it be helpful to have Mr. Newnham give us a brief summation of what has happened across the province in terms of board

transfers, numbers of schools, teacher transfers, numbers of pupils and overall costs year-by-year. Would that be of some assistance to the committee in the first instance?

Mr. Chairman: Why do we not have this bit of elaboration on Mr. Davis's first question in terms of giving a broader picture than this?

Mr. Newnham: I would be happy to do that. I will complete the first question and then I will go to that.

In Cardiff-Bicroft, there is a very small board which does not operate a secondary school. The situation there pretty well suggested that an arrangement should be made with a neighbouring board which, in effect, was what was happening before.

For 1987, there have been 40 board plans submitted and eight have been recommended to the minister; four have already received approvals and four are pending. In September 1984, the actual enrolment in the Roman Catholic schools was approximately 79,000. In 1985, the enrolment was 89,000, and in September 1986, it was 100,400. These figures are from grades 9 through 13 Ontario academic course. In 1984 they included, of course, the private schools and now it incorporates the grades where there has been extension as well as the private schools. The projected enrolment for September 1987 will be 113,000 or approximately 12,600 in excess of the enrolment in the preceding September.

In actual rounded numbers, the increase in 1985 over 1984—I think this is the sort of quantum growth Mr. Allen is interested in—was ball-parked at 10,000. The increase in 1986 over 1985 was 11,450 and, therefore, 1986 over 1984 was 21,450. In September 1987 over 1986, we predict an increase of 12,600 and this will make an increase in September 1987 over 1984 of 34,000 in the Catholic system. A projected enrolment shift—which is those students who would have been in the public schools but will be in the separate schools—we estimate at 9,900 for this coming September. Is this the kind of detail that is most helpful?

Mr. Chairman: I want to understand what that 9,900 figure is.

Mr. Newnham: That is the shift.

Mr. Chairman: For this year.

Mr. Newnham: That is a key figure for us because it translates to teachers and possibly support staff, although the support staff number and the nonteaching transfers are not tied to enrolment shift as much as teacher numbers are.

Mr. Dean: The shift for the three years?

Mr. Newnham: No, the shift for the three years is 17,916 and 10,900, which is approximately 28,800.

Mr. Davis: Are you going to give us the teacher transfers?

Mr. Newnham: Yes, I have them right here. The teacher transfers were: in 1985-86, 157; in 1986-87, 238; 157 and 238 total 395. That is quite an interesting number for this committee, because the shift for those two years was 17,916. If you accept one to 16 as a ratio of teachers to students, and you divide 16 into 17,916 it works out to approximately 1,120.

Consequently, the maximum possible designation and transfer of teachers of 1,120 is compared to the actual number of 395, or a ratio of approximately 11 to four. This is due to a number of things, one of which was the temporary change in the teachers' superannuation early retirement plans which a number of boards have developed to ensure a flow of young teachers into systems, career changes and so forth.

Mr. Davis: How many of the 395 teachers transferred have full teaching days in the separate board?

Mr. Newnham: I am talking here about teachers only. To the best of my knowledge, I think they all have. I cannot guarantee that, but it is my understanding.

For example, when I met last October 8 with Mr. Brown, the director of the Metropolitan Toronto School Board, he mentioned there were 99 teachers who had been designated. He felt that 66, at that time, had full teaching tasks with the Metropolitan Separate School Board; 29 had not. They were on supernumerary unassigned duties; I think that was the term. Four had disappeared. They had not shown. They had found work somewhere else.

When I spoke with Mr. Kipp, the chairman of the Metro separate board, on January 16 he stated that the 29 had been given teaching duties and none had not.

Mr. Davis: That is a full-time teaching schedule per day?

Mr. Newnham: That was my clear understanding and Mr. Thomas's as well.

Mr. Davis: In September, the report appeared in the paper that one teacher indicated he was teaching only two hours a day. What you are telling us today is that every teacher in the province who had transferred across to the separate system has a full teaching load.

Mr. Newnham: The way I would answer that is to say that to the best of my understanding that is the situation. This was a question I asked in our meeting at the commission office with Mrs. DiGiovanni and the Metro Separate director.

Mr. Dean: I am talking about right across the province.

Mr. Newnham: Yes, I realize that. I was talking about Metro. My understanding is that across the province those who have been reassigned are teaching.

Mr. Davis: Perhaps Mr. Newnham could verify that. I know they said it, but I would be interested to know if there are teachers not having a full teaching load.

Mr. Newnham: I would be very happy to do that. This is one of the things we ask about in the analysis of the board plans and examination of the impact statements.

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Mr. Davis: Have you received any concerns about teachers who have been transferred across and find themselves being requested to fulfil certain responsibilities within the separate system that are contrary to their value system? For example, I can quote from Des Burge of the Metropolitan Separate School Board who said that every teacher who comes across is expected to attend religious exercises or the masses. Have you had any concerns about teachers transferring across?

Mr. Newnham: Have we received submissions? Mr. Thomas is the executive director of the commission.

Mr. Thomas: No, we have not received any. I understand that report from the press was not the policy of that particular school board and that the teachers were not required to attend the chapel session.

Mr. Davis: Can you describe for the committee the retraining program for teachers who have transferred across for whom, due to qualifications, there would be no teaching positions.

Mr. Newnham: There has been one instance in Ontario, and this is in the Kent County Roman Catholic Separate School Board, of a teacher who required retraining. The Kent board, on its own, with faith that it would receive reimbursement in the fullness of time, began a retraining program for this teacher. At the end of the first semester, the teacher returned to the sending board so the program stopped there. That is the one instance up until now that I know about.

Mr. Davis: Do you have any draft regulations from the commission with respect to retraining of teachers who are going to require it when they transfer across to the separate board?

Mr. Newnham: My understanding is that the regulations regarding retraining are in the process of being drafted.

Mr. Davis: How many regulations have been prepared. One set of draft regulations? Two sets? Three sets? Four? Nine? How many?

Mr. Newnham: Three.

There will be three. One for teaching personnel. This is in the process of finalization and will be out very shortly. In connection with that, I must say, lest there is any concern on the part of members of the committee, the separate boards have to accept full responsibility or their plans do not get recommended to the minister for approval. That is an area of the plan that is scrutinized with even greater care than other parts.

The second set of regulations will cover support staff, and this is in the process right now of receiving input from heads of associations, organizations, unions, etc. There has not been the pressure for this because there are so few involved. The numbers are not tied to transfer of students in the same way as teaching numbers are.

The third set of regulations is on the retraining of staff, and this one will be ready in lots of time for this coming fall, which is the first time it really has been needed.

Mr. Davis: Can we go back to the teacher retraining? It is my understanding from what you have said that you have produced only one set of guidelines, but it is not ready yet. What I am asking you is, for retraining of teachers going across, anticipating that teachers would have to be retrained, did you or your commission produce one guideline only for teachers or have you produced two guidelines because the first one was not good enough?

Mr. Newnham: We have produced one guideline for retraining.

Mr. Davis: My other question is, what dollar value has the commission recommended to the ministry should be spent on the retraining of teachers, if it is required?

Mr. Newnham: There was no financial limit.

Mr. Davis: Okay.

Mr. Newnham: The purpose of the recommendations we sent was to enable people to become effective in a reasonable period of time.

Mr. Davis: If you cannot answer this, perhaps the minister can. What is the maximum amount

the ministry is prepared to transfer to the Roman Catholic separate school boards for the retraining program of a teacher who has to be retrained to find or to fulfil a teaching position?

Mr. Newnham: I do not feel that I can commit the ministry on this. I can recommend to the minister.

Hon. Mr. Conway: For a ministry response I might ask Frank Clifford, who is at the back. Frank, do you want to come up and address that now or at a later date? We certainly have had some discussions. As you will recall, Mr. Davis, we talked about this in the committee last summer.

Mr. Davis: We certainly did.

Mr. Chairman: What is your preference? Would you like Mr. Clifford to come forward now?

Mr. Davis: Sure, if Mr. Clifford can answer the question.

Mr. Clifford: The regulation that is being discussed will have the title "Training Assistance." It had one set of principles. Those principles were distributed pretty widely and there was consultation with the various groups that would have interest in those principles. The distribution period ended just before Christmas. The two that received the most attention were the amounts of money to be capped and the amount of time for retraining to be capped. When the principles went out, the amount of money that was suggested was \$10,000 per individual and 14 months was the amount of time for the retraining.

Mr. Davis: When we debated this issue, raised by my colleague in the New Democratic Party, Dr. Allen, it was my understanding that the process of retraining was to ensure that for a teacher who transferred there would be no maximum for the retraining of a teacher. The separate school boards justly and rightly pointed out that the cost factor would be extremely difficult for them and the minister indicated that the ministry would send across funds. It would be the separate school board's sole jurisdiction to ensure that the individual who went across, the teacher who transferred for whom there was no teaching position, would be retrained and maintained within a teaching position no matter what the cost factor would be. In fact, that was the spirit of the bill introduced by the former Premier, Mr. Davis.

The only concession that I understood was made on the principle was that we agreed with the minister than if an individual decided he did not wish to continue in teaching, he would be

retrained for another position outside the teaching ranks. Can you explain to me why we are now putting a \$10,000 limit on the retraining of teachers, knowing that this amount of money will not retrain a teacher?

Hon. Mr. Conway: Before Mr. Clifford answers, I just want to say that I know my distinguished friend the member for Scarborough Centre (Mr. Davis) has a good memory, but I do not share quite the same memory.

Mr. Davis: You bet you do not, minister.

Hon. Mr. Conway: I can be provocative but I will not. You remember a bill introduced by your namesake; if you can find it, I will pay money to see it. At any rate, I do not want to be provocative—

Mr. Davis: I will bet you do not.

Hon. Mr. Conway: —but my recollection of the debate was that we talked about this as an important issue. I remember that on more than one occasion we recognized that in Ontario we are privileged to have a very professional teaching body with a high degree of qualifications. We were addressing the issue. I remember one afternoon recognizing that a number of people could be "retrained," we imagined without a great deal of effort or expenditure. Those are the kinds of memories I can bring to it, but I know Mr. Clifford has been much closer to it than I have.

Mr. Davis: Suppose I give you a hypothetical case.

Mr. Chairman: Do you not want your first question answered? The minister just intervened.

Mr. Davis: I think the minister has accomplished what I thought he was going to accomplish. I do not want to be provocative either, but I do recall in the debates that the suggestion was that this would be put in regulations. I do remember that when you put something in regulations, you have the opportunity to play with the regulations because there is no control in regulations. If I am wrong, I am wrong, but it was my understanding, and I certainly understood that Mr. Davis's intent was, that no teacher should lose his teaching position because of the implementation of Bill 30. To me, that means that if a teacher is transferred across, it is the responsibility of the ministry that funding come from the ministry to the separate school board to ensure that teacher is retrained so he can take a position in the classroom. With \$10,000, I do not think you can do it.

Mr. Clifford: First, I remind you that it is in draft form.

Mr. Davis: Yes, I heard.

Mr. Clifford: It went out for consultation. Each of the people who were consulted on it made suggestions about that amount of money. The thinking behind \$10,000 was that this was to retrain a person who had qualifications to teach in a high school but whose particular expertise was not needed when he went to the separate school board. It was not to train someone who, for example, had no undergraduate degree, and therefore we would be addressing another problem when the particular amounts of money were being put together.

Mr. Davis: I thank my colleague for the clarification. My memory is not that faulty, minister. I do remember asking about a hypothetical case and I will ask about it now. A teacher is transferred who happens to be a technical teacher. He was teaching in the public system because we pulled him out of industry. Now he is transferred across. He is not certified with respect to degrees; they are not required. Do I understand you to suggest that from the draft form of the regulations, \$10,000 would be expended on that individual for retraining; but you would not be able to retrain him for \$10,000 so the only option is to retrain him for some position other than a teaching position?

Mr. Clifford: A teaching position is guaranteed. That is guaranteed in the legislation itself. Because he had only the technical assignment before does not necessarily mean that there is not some retraining that can take place and he can be assigned a teaching position.

Mr. Davis: But with a cap of \$10,000.

Mr. Clifford: That is being suggested.

Mr. Davis: What happens if it costs more? Who picks it up?

Mr. Clifford: It has always been the understanding it is the responsibility of the separate school board.

Mr. Davis: I have another question on the assessment. There is great concern on the transfer of the assessment payments. Perhaps, minister, you can clarify for us the comment of the Ministry of Education official who insists that once the compensating formula kicks in, the Metro boards will not be worse off. "There will be no impact," he says. That was Wayne Burtnyk?

Hon. Mr. Conway: Wayne Burtnyk.

Mr. Davis: You were quoted, minister, in an Ontario Schools Trustees' Council report as promising "to minimize the impact of Bill 30 on the taxpayers." Will you indicate to me the formulas that will be used and what steps you are going to take to ensure that the public school boards in this province will not find themselves in a difficult position because of a loss of assessment?

Hon. Mr. Conway: I think it would be best to take that as notice and have Dave Kennedy, head of the school business and finance branch, comment and answer the question.

I want to come back to the other point briefly. The commitment that your distinguished namesake quite properly gave and that the legislation enshrined was that no public school teacher or employee made surplus by virtue of an enrolment shift occasioned by extension would lose his or her job as a result of this legislation.

That is the commitment that was given. That is the commitment that has been kept. I know we are now just two and a half years into the process, but I think the reality has been that no one has lost his or her job. I think the experience of the past couple of years is noteworthy. It has not been without difficulty; I do not want to be unrealistic about this. But a great deal has been accomplished by school boards, by teacher federations, by the planning and implementation commission; that is the experience and the reality.

We are working on these proposals for retraining. We have consulted, as Mr. Clifford has indicated. What has been suggested is a suggestion. I feel very strongly about this whole question of retraining and I want to ensure that every reasonable measure is taken. You know me, Mr. Davis, I am a very reasonable fellow. I am not given to unilateralism or inflexibility. I will be very sensitive to the ongoing needs of this requirement.

Mr. Chairman: Mr. Dean has a supplementary. You have only a couple of minutes left in your time.

Mr. Dean: It can piggyback on the one the minister has taken as notice and I think deals with the same sort of problem. I have been advised about a situation a board finds with the grants that follow the Roman Catholic children, if we can call them that, who were already in the public board before Bill 30 came in and who are considered to be "grandfathered"; that was the word that was used. The grant that is supposed to come from the ministry to compensate for the lack of assessment and therefore revenue, which now is in existence there, does not fully

compensate. They find themselves considerably out of money compared with the real cost of educating those children.

Hon. Mr. Conway: In part, that will relate to the ongoing debate between the ministry and local school authorities as to expenditure ceilings, actual and recognized. As has been noted by the opposition spokesmen in earlier parts of this estimates debate, there is a difference of opinion in that area.

Mr. Dean: There is another slight aspect to it. I am not as close to this as you and the critics are, but I am advised that newly arriving students in the public system, whose parents support the separate school system, for whatever reason they are going there have their actual costs billed to the separate school board. The question is, why do we not work it the same way for the other students whose costs are not being fully met? I would not mind having an answer to that.

Hon. Mr. Conway: We have tried to be as fair and equitable as we believe possible. For example, we recognize that thousands of children of separate school ratepayers will remain within board of education schools. The regulations have been drawn to take that into account, as they take into account other factors.

Perhaps Mr. Clifford might want to comment in general and Mr. Kennedy can be made available to go into more specific details.

Mr. Dean: I do not want to overstep the time that is available.

Mr. Clifford: I just want to acknowledge that the question that has been placed is one that is receiving attention and spotlight and discussion, but it has not been announced as yet. Those formulas have not been announced as yet for either the grandfathered pupils or the open-access pupils. During the month of December, Mr. Kennedy and his people from business and finance went around the province to the regional offices, called in representatives of the school boards and explained to them what was being designed and thought of. Those two, the formula for the open-access youngster and for the grandfathered youngster, will be announced in the general legislative grants, probably in April of this year.

Mr. Dean: I would appreciate it if through all this discussion something can be done so that the concern expressed to me does not become an overriding one.

Hon. Mr. Conway: Fair question.

Mr. Chairman: Mr. Allen, you can start your half hour. I am given to understand that we may

have a call to vote before your half hour is up. We will then adjourn, or I will get some word about how long the bell is likely to be, and then we might come back and continue following the vote, if there is time.

Mr. Allen: Mr. Newnham, unless I am mistaken and some events have transpired very recently that I am not aware of, you have been functioning substantially without regulations to date, just as initially you functioned without legislation. It must be a bit of a track record for any provincial body to have carried on in these fashions under the mandate of any government in this province. I am sure some day you will honour us with an anecdotal history of some of the problems that this may well have entailed for you.

Mr. Newnham: I think there is a book in all of us, Mr. Allen.

Mr. Allen: However, can you perhaps tell us as frankly as you can, how difficult that has been or whether there has been relatively smooth sailing in meeting the various obligations the legislation laid on you without regulation, namely the teacher transfer process, the problem of board finances, the problems of retraining and so on. Has that been an exceedingly awkward problem?

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Mr. Newnham: The answer has to be "no" because we have been operating in the spirit of the regulations that are yet to come. I am quite sure the regulations, when they come, will embody most of the operating tenets of the commission, just as the commission's work before there was a bill was really in the spirit of the bill because of the nature of the mandate given us, the workings with the boards, the advice we got and so on. Some of the people who gave us the advice are sitting behind us. In this case, it has not really made it very difficult.

As I say, to receive approval, the separate boards have accepted their responsibilities towards the teachers designated but I think they would have anyway. There have not been many support staff who were affected. In fact, I think the number is one, and I believe that person was in Kapuskasing. Was it, Bob?

Mr. Thomas: Cochrane Iroquois Falls Board of Education.

Mr. Newnham: In Cochrane Iroquois Falls.

In the case of the schools transferred en bloc, it was made quite simple because all the people employed in those schools transferred with the school. They were guaranteed the same jobs and

there was very little change for them, actually. The answer has to be "no."

Mr. Allen: Do you anticipate any problems when the regulations arrive in the full light of day, written in black and white? You will have no difficulty adjusting your practice to date to anything that will be in the regulations.

Mr. Newnham: I think not. At present, recommendations for two sets have gone forward. The third set has not gone forward yet because we have input coming from people such as the head of the Ontario Public Service Employees Union and different associations and organizations connected with it. Perhaps it is better to have these carefully considered before they come in and then the recommendation will more closely fit the final form. I do not anticipate that there will be any problem at all.

Mr. Allen: I was going to ask you about the en bloc transfers. I wonder whether you can tell us anything more about them. I have not really encountered much detail in any of the reports or reading I have done. In effect, "en bloc" has meant totally that. Everything, lock, stock and barrel—personnel and students without exception—have gone across en bloc. There has really been no significant problem around that in any of those cases.

Mr. Newnham: That is true. May I expand your question to deal with schools that have been made available as well as transferred in this way? I think it would be of interest to you and members of the committee.

Mr. Allen: Go ahead.

It is interesting to note that schools have been made available by boards of education for use by separate boards in Windsor, Sarnia and Sudbury. There is a letter on the way to Mr. Conway recommending that Lakeway, in Sault Ste. Marie, follow those others. Three en bloc transfers have occurred in the Nipissing Board of Education: one in Sturgeon Falls, one in Mattawa and one in North Bay. There is one in Kapuskasing and Ecole secondaire Thériault in Timmins.

In each case, there were discussions among the various groups concerned and between the boards. There is always a certain degree of tension when there is any change. I know the boards of education felt a responsibility for the school, and the separate board felt the same responsibility on the other side. In each case the prediscussions lowered the level of tension.

I was in the boardroom in Timmins a year ago when the two boards met and the decision was

taken that this was what would ultimately develop, you see, so it is not something new. They have been working towards it for some time.

In Nipissing the discussions were quite involved immediately before Christmas, and this has worked out very well. It is similar in Kapuskasing. In Kapuskasing the plan was withdrawn a year ago so that they would have greater time to know what they were doing and to have everything settled before it was done, and it has worked out well too.

Mr. Allen: I was likewise going to ask you about the training and retraining. I was glad Mr. Clifford added that last note, that the responsibility, in the last analysis, was with the separate board. The ministry was in fact an assister in the process but not totally responsible.

In the case of teacher transfers, one of our fairly lengthy debates was around the whole question of the provision of conscientious objection. Can you tell us to what extent that has been appealed to in the course of the transfer process and whether there has been a growth of understanding, definition and practice around that which perhaps we did not quite achieve in our own discussions here?

Mr. Newnham: That is quite a difficult question for me to answer. The section in Bill 30 that deals with it also puts the responsibility on the public board, in effect, to judge whether it is a real case of objection because of conscience or whether it is a spurious one.

I know it has been used in Metro by a number—now I cannot give you the figure—of the technical teachers.

Mr. Davis: Forty-six?

Mr. Newnham: No, I did not think it was that high. I thought it was in the low 20s, but I am not sure. My informant was Mr. Brown, the director of the board of education. The meeting was on October 8, and at that time, I thought it was all over. The number was in the low 20s.

The people we were talking about had come into teaching, into the technical field, in their middle working years. I am quite sure the objection was based on conscience. They wanted to stay where they were and they availed themselves of the opportunity.

My feeling is that it would have been a mistake to have Bill 30 go out without that right to objection in it, because I think that, assuming it was going to be abused occasionally, as I guess happens with many laws, it is a better bill because it is there and the opportunity to use it is there for the person who feels it necessary.

Hon. Mr. Conway: If I might, I think the deputy would like to indicate the number as we understand it in the ministry.

Dr. Shapiro: The number in terms of our best statistics is 44 across the province.

Mr. Chairman: And your figure was for Metro, so we are not at cross-purposes.

Mr. Newnham: Right.

Mr. Allen: Does your response in terms of Metro indicate, or do you read into that, that there has not been a provision that has been appealed to outside Metro?

Mr. Newnham: I think it has, but I think the majority of cases were inside Metro. If my figures are right and if the deputy's are right, then 15 outside of Toronto would be the number, and 29 within.

1700

Mr. Allen: Can the deputy or the chairman of the commission evaluate for us the way in which those appeals have been handled?

Mr. Newnham: I can for the 15.

Mr. Allen: Have they all simply been accepted at face value and there has been no contest, or has there been dispute and conflict and grievance around it?

Mr. Chairman: Why do we not start off with the 15 that you know about, and then we will move to the deputy?

Mr. Newnham: Maybe I can talk about the 29, because I asked Mr. Brown about these 29. The 29 were assigned to Toronto secondary schools. In many cases, they were assigned to partial teaching or teaching and administrative tasks. He outlined the kinds of things they were doing, and he pointed out that they were not necessarily a draw on the system.

In several cases they have been placed in co-operative education positions. This is a field in which he thinks the Toronto board will be expanding its efforts. These people seem extremely interested in it because they have come from industry. They understand the work place and it can be quite a worthwhile avenue for them.

He thinks this will be expanding. Notwithstanding that, in the years immediately ahead, the board of education in Toronto is going to be faced with the problems associated with realigning a number of technical teachers who, as I say, came in with the expectation of a career there, and after a limited number of years, it is no longer there.

Dr. Shapiro: I do not have any further information, although I would be glad to check for you.

Hon. Mr. Conway: Maybe Mr. Clifford could—

Mr. Clifford: I would, with respect, say not to get too tied up with numbers, because there was a week in September where they changed daily. A person would be designated, someone would volunteer and someone would come back. While I respect both sets of numbers, I would think there is some common area in there.

As regards the process in which the local boards were involved—and although we had various means by which the process was ongoing—you would really have to ask that of the local board. It retains the responsibility.

Mr. Allen: I am trying to get a sense right now, with regard to process, of whether teachers petitioning on the basis of conscience had that petition honoured and respected or whether they found there was a real hassle around the whole proposition.

Mr. Newnham: I do not think there was in Toronto.

Mr. Allen: Am I hearing you correctly? You are saying that it was recognized and that a straightforward process was followed, even though, in the Metro case, their movement back into the staff, so to speak, may have messed up the surplus pool provisions a certain amount and complicated things a bit around that.

Mr. Chairman: The deputy wanted to add something to that.

Dr. Shapiro: In terms of process, I cannot speak for all 15, but about four to five have come to my attention over the past five or six months that I have been here. In each case it was respected for what it was at face value. That is not to say for the others, because I do not know. Those that came to my attention had that characteristic; the others I will check for you.

Mr. Allen: Mr. Newnham, I have a question with regard to the comments you made about the meetings that are currently going on with boards about the various values to place on grandfathered students and so on in the public system, and the other aspects of the financial arrangements surrounding the implementation of the bill.

Do I read into this that there is something we will be hearing that will affect the judgement, for example, of the Association of Large School Boards in Ontario; that, on balance, after the transfer of commercial-industrial assessments and its estimates of its loss of annual assessments placed against some of the offsetting increases, when it concludes that \$55 million a year for its

members alone is the tax assessment loss, that figure will change because of these discussions? In other words, are there new offsetting incomes that we are to anticipate down the road?

Mr. Newnham: I would like to ask Mr. Clifford whether he can answer that. He is closer to the ministry implementation side and he has been involved in the type of meeting Mr. Allen has been talking about.

Mr. Chairman: It is good to have you here, Mr. Clifford.

Mr. Clifford: It is nice to be back.

I do not mean to pass it on to the next person, but you have requested of the minister to have Mr. Kennedy come and explain—and, very honestly, it needs someone with that expertise to explain it to you. I think it is a question that will be addressed when you hear the answer he is going to bring back to you on that case. It would be much better rather than a lay person trying to explain it to you.

Mr. Newnham: It may not be as bleak as anticipated.

Mr. Allen: I am sure that will be welcome news. I gather we will be scheduling a date with Mr. Kennedy.

Hon. Mr. Conway: It is in the committee's hands.

Mr. Chairman: My suggestion is that Tuesday would be the best day; Monday is a bit charged at the moment.

Interjection.

Mr. Chairman: There are certain benefits from this process, Mr. Jackson, that should not be downplayed.

Mr. Allen: One figure I did not hear you give us was how many boards remain outstanding that have not moved to avail themselves of the bill.

Mr. Thomas: There are 49 county and combined Roman Catholic separate school boards in Ontario. In addition, there are 10 other Roman Catholic separate school boards.

A large number of the boards are quite small and in some cases operate one small school. We have been in communication with about seven other school boards that have not submitted plans to the commission to this time but are still studying extension at the local level. They want to keep in touch with the commission to let us know whether at some time in the future they might decide to submit a plan.

We are dealing regularly with about 40 boards and another half dozen that may at some point in the future submit a plan. It is our best guess that

the number of about 46 or 48 boards in the province would be the limit that are most likely to extend over time.

Mr. Allen: You might have to pull some rough guideline figures of your own out of the hat, but we did talk at some length in the formulation of the bill about the problem of small single-school communities. In the course of implementation, have any of those been put at risk in the public boards? If so, where? Have we had to have the courts do any of those procedures that we debated and amended in the bill?

Mr. Newnham: There have not been any to this point. There is a special committee studying Prescott-Russell, but there have not been any that fall in that category.

1710

Mr. Thomas: Perhaps I could add that in the staff analysis at the commission, that is one of the areas most carefully scrutinized, so that we hope a situation where a single-school community would be in jeopardy would never be recommended either by the commission or by the ministry.

Mr. Allen: There is another item I wanted to pursue with you, but it has just slipped my mind. Do you want to go back to Mr. Davis?

Mr. Chairman: Maybe I can ask one supplementary to you just before we go back. Three hundred and ninety-five teachers have been involved in the real transfer, of a projected need for 1,120, theoretically.

A large part of the takeup, you said, was through the superannuation takeup that we, as a committee, made a high priority for ourselves. I wonder two things: First, could the ministry give us information as to what has been the takeup on superannuation? I do not know if you have done any projections of what you think it will be in the next two years of the window, but that would be interesting to know. If you have that, I will take it now; if you do not, I will wait for you to come up with it.

Hon. Mr. Conway: We will get the updated information, because that is quite a fair request. It is information that is a little hard to pin down at any given time.

As you know, the Legislature amended its Teachers' Superannuation Act in the late winter—actually, about a year ago, in February 1986—and it created a window of about three years. It was to be effective from, as I recall, May 1986 through August 1989, a window of about three years, four months. The expectation—and it is a best guess, really, on behalf of ministry officials—is

that that would trigger approximately 5,500 early retirees.

That was the best guess, and we will get you an update. I asked for a report not that many months ago. An informal survey of 34 school boards in the summer of 1986 indicated that about 1,000 teachers had retired in June 1986; and of those 1,000, approximately 560 appeared to have taken advantage of the first year of the early retirement opportunity. We will check that and update it with you.

My own sense of it—and I am sure members of the committee might have views as well—just from my travels around and about, is that the rate of uptake on that offering is going to be significant. There seems to be a great deal of interest.

Mr. Newnham might want to comment.

Mr. Newnham: Yes, I agree with the minister on that. It might be interesting to conjecture—probably something you should not do with the committee, but let us do it anyway. We think there will be 9,900 students who shift—in other words, who would have been in board of education schools across Ontario who will be in separate schools this September. If you divide that number by 16, you obtain a hypothetical number of 620 teachers. If you go on the ratio of 11 to four, you can predict—620 times four divided by 11—about 230 perhaps or thereabouts would be designated and transferred this year.

Hon. Mr. Conway: Any member of the committee can do that kind of arithmetic as well and as quickly.

Mr. Chairman: I could do it as quickly, but it would certainly be totally inaccurate.

Mr. Newnham: This is somewhat chastening. I just discovered an error in my calculations.

Hon. Mr. Conway: I will get you our latest information and bring it back with me at the earliest opportunity.

Mr. Davis: I will ask a couple of questions and I am sure Mr. Jackson has one or two he would like to ask.

What fiscal policy do you propose to fund the separate schools adequately so they can provide an education in their secondary panel that is at least equal to the quality of secondary education in the public panel with respect to the size of the buildings and facilities they now have, and with respect to the expansion of gyms and libraries, without impinging on the funds of the public boards?

Hon. Mr. Conway: The brief answer is a capital grant plan that meets the needs of both

public and secondary panels. Part of this is creative and maximum use of existing facilities through a lot of leasing and sharing such as we have begun to see and about which I expect we will be hearing a great deal more.

Mr. Davis: That is a brilliant answer, minister.

Hon. Mr. Conway: Thank you.

Mr. Davis: It leads me to two questions.

Hon. Mr. Conway: Why does this not surprise me?

Mr. Davis: The separate board—

The Acting Chairman (Mr. Reycraft): Do you collaborate on this?

Mr. Davis: Yes, we do. He gives me the questions to ask him, so he looks good.

The separate boards, the Macdonald commission and now the Roy report—I cannot remember whether Dr. Shapiro recommended it, so I have a question mark there as I cannot remember.

They point out that the only way to provide equity and equality for Roman Catholic students and francophones in education is to ensure the sharing of the industrial-commercial assessment base through some type of pooling. There is an option whether it is province-wide or region-wide. Does the Liberal government, as a policy matter, believe that the industrial-commercial base should not be pooled in any form?

Hon. Mr. Conway: It is true that a number of commissions, advisory councils and committees over the past number of years tendered advice to the current government, and I might add, in at least one or two cases to the predecessor government, that we should be looking at ways and means of ensuring our system of educational finance is relevant and responsive to the principles of equity and fairness. It is also true to say that the current government and this minister are assessing all that advice. That assessment and analysis will continue. At some point in the future, we will bring it to a conclusion and any changes that might be occasioned by that will be announced by me on behalf of the government.

Mr. Davis: If you find it difficult to indicate that your government believes the industrial-commercial base should not be pooled in any form, then one can only assume your government believes it should be pooled in some form.

Hon. Mr. Conway: It is unwise for the general public or the elected members of the assembly to expend too much time or energy assuming things. I think it is true to say there has been a lot of advice tendered on how we might

ensure, as have previous provincial governments throughout the long and distinguished history of Ontario, that we have equity and fairness as best we can achieve those within our system of structured educational finance. That is the process that has been ongoing. You are quite right in pointing to a number of commissions and councils that have tendered advice. I am looking at that advice along with my officials and my colleagues in government.

Mr. Davis: I would like to talk about the sharing of facilities in a few other areas. One question I have has to do with the sharing of facilities in the transfer process. I would like to quote you again before I ask my question.

Hon. Mr. Conway: You have been doing that lately.

Mr. Davis: It is from the Ontario School Trustees' Council article of May 5 to 9, 1986. It is headlined in dark solid print: "Trustee-minister consultations. The minister renewed his commitment to consult with trustees of this province on all"—and I underline all—"educational issues." Then in July, in memorandum B7, you indicated without any consultation with the school boards, the sale and transfer of buildings for one dollar. What I would like to ask you is: In the process, at the bottom of that, there is a statement that says there will be funds if the Roman Catholic archdiocese says to the separate board there is a piece of property. There is an indication there would be no grants with respect to any liabilities that were against the building. Then, there was an exception clause. Would you like to expand on that exception clause you incorporated?

1720

Mr. Chairman: If I can interrupt, the bells are ringing, but I understand it is an unlimited bell. I will try to see what sort of time we are talking about. We may be able to answer this question and continue for a while.

Hon. Mr. Conway: There are a couple of things before I ask Mr. Clifford to comment. On the first charge I want to say that it is true we have done a considerable amount of consulting, but like the Mackenzie King plebiscite, what does one imagine consultation to mean? I believe it is important to say we have consulted on these questions about—

Mr. Davis: Consult on them.

Hon. Mr. Conway: We did. Whether it was satisfactory to your point of view—we are in trouble, in one sense, because the regulation on the designation process has been considerably longer in the making than I indicated to the

committee back in the late spring and early summer of 1986.

One of the reasons for that, as has been indicated by previous commentators, is that we have consulted and we have gone back on the basis of that consultation to adjust and revise. Then we have gone back a second time. I appreciate some might feel that when consultation does not produce what had been desired as a first option, that might be unsatisfying. Generally speaking, my own sense on most of these questions is that we have consulted, perhaps not perfectly. I will ask Mr. Clifford to comment about the second question in so far as the transfer of episcopal properties is concerned.

Mr. Clifford: The memo, as it spoke to it, said, "Where diocesan properties are transferred to the RC school boards with the approval of the Ministry of Education, the ministry will not recognize any capital costs for grant purposes except for outstanding debts associated with the building, which may be considered for special debenture assistance."

Mr. Davis: Can you explain that to me?

Mr. Clifford: First, to the best of my knowledge, we have not had any requests for that assistance so I have not been involved in what they could be. There may have been, on some of those properties, outstanding debts for which the diocese is asking for some help as they transfer them over.

Mr. Davis: Let us make some assumptions for a moment. You put it in there because you anticipate that it may be an issue you come up with.

Mr. Clifford: Yes.

Mr. Davis: I assume if you put it in there, you have a policy about it. Let us assume there is an archdiocese and let us use Metro. I am sure there are Metro properties that have liabilities against them that are owned by the archdiocese. They transfer over. You said there would be no recognized "capital costs for grant purposes ... which may be considered for special debenture assistance." I would like you to explain to me what you mean by this "special debenture assistance." Let us say, just for fun, there is \$1 million outstanding. What would your policy be?

Mr. Clifford: Again, I am going to give you the lay approach. If you get Mr. Kennedy here, you should ask him. There is debenture assistance on accommodation for all boards. It is at rates of grant. For example, if you use your figure, and there is a \$1-million debenture outstanding against some episcopal corporation

property, and in the transfer of that the episcopal corporation asks for assistance, it would be at whatever rate of grant would apply.

Mr. Davis: What in effect would happen, and you have just used a hypothetical figure, is that if that figure turned out to be \$750,000, the ministry would transfer \$750,000 to the Roman Catholic Church?

Mr. Clifford: I can only go back to the wording I read out to you. It says "which may be considered for special debenture assistance."

Mr. Davis: Let me ask the minister: What do you intend by that wording? It is only a hypothetical number and if you want I will try to find a large diocese that has a liability, which I think I could. Does it mean that if there is a liability such as we suggested, the ministry would be transferring to the archdiocese a sum of money because there was money outstanding on the building that was transferred?

Hon. Mr. Conway: As I understand it, and I want to check back with my officials, what we intended there was to say that any diocesan school that is transferred across will be transferred across with no capital payment made to the diocese. What we were prepared to say was that should a diocesan property transfer across to a separate school board with a debt obligation, that would be looked at, as I recall it.

Mr. Clifford: That and special consideration of moneys that had been placed in those accommodations for fire marshal requirements, etc.

Mr. Davis: In fact, what you are saying is that you would look at it and there is a possibility money would be transferred to the archdiocese.

Hon. Mr. Conway: I would again want to talk to my school business officials about the specifics of that. What we were trying to do was to work from basic principles. We were not going to be paying for diocesan properties transferring across to separate school boards, except that we would be prepared to look at any debt obligations that might be part of the transfer, should it take place.

Mr. Davis: If the property is transferred from a public board to a separate board, the debt is transferred to the separate board. Special grants are available for the separate board to help finance that debt. Is that correct?

Hon. Mr. Conway: As I understand it.

Mr. Chairman: Mr. Clifford was nodding yes for Hansard.

Mr. Clifford: Nodding yes.

Mr. Davis: Are they the same level of grants that are being paid presently to the public board to reduce that amount of debt?

Mr. Clifford: The debt we are speaking of in this paragraph we are discussing fits with the same procedures and the same process.

Mr. Davis: I now am on a public board transferring a school to the separate board. Is the debt transferred across?

Mr. Clifford: Yes.

Mr. Davis: The memorandum indicates the sale price to the public board.

Mr. Clifford: Yes.

Mr. Davis: Then there will be special grants available to the separate board to reduce or to help pay that debt. Will the amount of grants available to the separate board be the same amount of grants now available to the public board in the reduction of that debt?

Mr. Clifford: I am sorry; I think it should be referred.

Hon. Mr. Conway: That is right. It is a good line of questioning. I do not have my file with me, but I will be quite happy to make sure that Mr. Kennedy addresses the subject.

Mr. Davis: The only other question I have—

Mr. Chairman: I have a feeling we are going to have to adjourn.

Mr. Davis: This is a quickie.

Mr. Chairman: My problem is they cannot tell me when a vote will take place.

Mr. Davis: They may need some information to do this. I have been informed, and I would really like some information on it, that the secondary teachers going to the elementary Roman Catholic separate boards to provide students with the curriculum, like guidance counsellors, are being denied access. Can you find out whether that is true? Will you tell me what steps you will take to rectify it?

Hon. Mr. Conway: Very much so. We can take that as notice and deal with it when we get back. Just in case we do not get back by six—

Mr. Chairman: I am going to presume we are not coming back if it is all right with you. I have been told it may be a ten-minute bell and it may not be. By the time, the votes are taken it will be another ten minutes. We would be back here with people drifting down for five minutes or so at the end. I do not think that is worth while so I think we are going to have to adjourn until Monday.

Hon. Mr. Conway: What is your pleasure?

Mr. Chairman: If there is agreement of the members, I think we might as well adjourn today until Monday's sitting and say to the committee: "What is your will with the commission? Do you have more questions you would like to ask directly to them? Are there things you can funnel through ministry staff to them? Is it possible for one or the other of you to be here on Monday when we are here?"

Mr. Davis: Perhaps my colleagues would like to have them back to start with on Monday.

Mr. Chairman: There are three things on Monday. We have Bill 75, Mr. Roy and special ed. We have a lot on our plate already. They can come back when Mr. Kennedy comes back on Tuesday when we have other matters. Would Tuesday be all right for either of you gentlemen?

Mr. Allen: I have the broad picture that I am concerned about from the commission. I think anything more we need is basically from the ministry on this issue. I do not see a great need for the commission to come back.

Mr. Davis: Mr. Kennedy is on for Tuesday.

Hon. Mr. Conway: We will do that Tuesday. The last question we can take as notice. There is an answer. I will be happy to supply it from both the ministry's and the commission's point of view.

1730

Mr. Chairman: Might I suggest that we have Mr. Kennedy and Mr. Clifford here, but not ask Mr. Newnham or Mr. Thomas, or ask them to try to work their schedules out for us? We appreciate the time. Again, I am sorry about the unpredictability of the parliamentary process.

Mr. Allen: As I recall, Tuesday is the more general day.

Mr. Chairman: It was and now we have these two matters.

Mr. Allen: Might I request that we discuss religious education questions in the afternoon? Could Howard Gillies be present for that?

Mr. Chairman: That is Tuesday. You now are asking Mr. Gillies to be here as well.

Hon. Mr. Conway: Is there any reason why you want Howard Gillies?

Mr. Allen: Not if there is someone better. I just thought he was the chairman of the committee that is preparing the policy on that.

Hon. Mr. Conway: We will have someone. I do not think he will be the one, but we will have someone.

Mr. Chairman: To clarify, we will be dealing with Mr. Kennedy on financing and somebody on the question of religious education.

The committee adjourned at 5:30 p.m.

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No. S-53

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

Second Session, 33rd Parliament
Monday, February 2, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, February 2, 1987

The committee met at 3:30 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3001, ministry administration program; item 1, main office:

The Acting Chairman (Mr. G. I. Miller): I see a quorum. We are at vote 3001.

Mr. Davis: Are we supposed to have members of the Ottawa-Carleton French-Language Education Advisory Committee here today?

Hon. Mr. Conway: We have a number of people. Peter Wiseman from the special education branch is here.

Mr. Davis: Special education?

Hon. Mr. Conway: It would be a little more convenient from the ministry's point of view. Peter is here so maybe we could start with special ed. Mariette Carrier-Fraser is going to be here shortly as well as Jean Comtois, the regional director, who is secretary to the Roy committee. Is that all right?

Mr. Davis: Yes.

Hon. Mr. Conway: Peter is here now. If you want to begin, I am in your hands.

Mr. Allen: The minister has just handed me a statement he has issued with respect to something that appeared in the Toronto Star this morning, purporting to be a description of an anti-racism policy that was being developed for the boards, to be recommended and perhaps mandated to the boards in Ontario. The report seems remarkably full in its description of the contents of that policy.

I wonder whether the minister wants to add anything to the statement he has just issued, clarifying how this got into Mr. Contenta's hands, whether it is a reliable account of anything that does exist and perhaps what his intentions are at this point with regard to an anti-racism policy for protocols for boards to develop and guidelines to follow with respect to race relations questions in the schools.

Hon. Mr. Conway: I want to indicate to the committee that a story appeared in the early editions of the Toronto Star today that purported to speak for the ministry and certainly for the

minister. The report concerns me a great deal because it is just simply wrong in a number of very critical areas. For example, there is a position attributed to me that the Minister of Education, yours truly, has decided on a course of action and will be mandating a race relations policy for all schools in Ontario later this year. That is simply not true.

Very briefly, as the committee and the House know, about a year ago in March 1986, we sponsored a very successful race and ethnocultural relations conference, I believe at the Constellation Hotel. Out of that conference there was a commitment from me that we would develop a generic race relations policy, a prototype, with the help of an advisory committee of educational professionals and community leaders in this very important area which was struck very shortly thereafter.

My indication at the time was that I would be looking forward to the advice the advisory committee would tender as to what a prototype or generic race relations policy might contain. That advisory committee has been at work over the last number of months on that task. The committee has not yet concluded its work. As a matter of fact, the next meeting of the advisory committee is in mid-February of this year, in a couple of weeks time. I have not seen the recommendations to which the report made reference because they have not been formally presented to me, although I expect they will be at some point in the not-too-distant future.

At that time, once the draft comes forward, it will go through the normal process of examination within the ministry and will be sent out to the educational community for comment. On the basis of that kind of consultation, I hope to be in a position to present to the educational community what I promised, a generic race relations policy that I hope all school boards will take up.

I have no intention of mandating that, although I do recognize, as I have said to the committee, that this is an extremely important aspect of contemporary Ontario society. We live in a multiracial, multicultural province today and I am very anxious to work co-operatively with school boards and with others in the educational community to ensure that every reasonable measure is taken to ensure that our schools are

sensitive to this very important reality. The statement issued in my name today, and I will not read it, more or less indicates that.

I really regret the confusion caused by the article in the early editions of the *Toronto Star* today. I do not know where some of that material came from. My assistant has been trying to contact the reporter in question. I do not think we have managed to track him down yet. I think he is on the road in Ottawa today. Certainly, my intentions in this matter are as outlined in the statement and these comments this afternoon. I really regret what is not a very professional piece of journalism in this morning's press, to be perfectly honest about it.

Mr. Allen: I am not sure whether I read into your disavowal of the statement any specific repudiation or dissociation of yourself from the fairly detailed proposals there. Are you saying those are not the kinds of things you would want to see in a policy? I understand you are saying you would not mandate it.

Hon. Mr. Conway: The story that I awakened to on the morning news here in Toronto was that the Minister of Education was set to mandate race relations policy for Ontario schools. That is not true. I believe very strongly that this is an important area in which we have to continue the very important work that many school boards, trustees, teachers and others in the community have initiated. Where it has not been initiated, we have to ensure that steps are taken to put a race relations policy in place, but I want to do that in partnership with others in the educational community and it is not my intention to mandate it.

As to the proposals to which the story makes reference, I just do not know, because I have not seen the committee's recommendations, although I expect to see them in the not-too-distant future. Where they came from and what their efficacy is or is not are questions that only the reporter and members of the advisory committee could address. We have 23 people on that committee. They were chosen carefully for their interest and expertise in this matter and I am looking forward to their report in the not-too-distant future.

I cannot really add any more than that.

Mr. Davis: May I pick this up for a few minutes? I believe it was three or four days ago that my colleague Ms. Fish asked a question about health instruction for the prevention of acquired immune deficiency syndrome. In the House you did not give very much information, but when you walked outside you indicated to the press that you were going to mandate a program.

Now I hear you say that you are not prepared to mandate the sensitive issue of requiring boards to develop some kind of race relations policy in the society we live in. Can you explain why you will not mandate it?

Hon. Mr. Conway: In the first instance, we did have a discussion in greater detail in the corridors after question period a week ago when your distinguished colleague the member for Lincoln (Mr. Andrewes), not the member for St. George (Ms. Fish), asked the initial question.

The point I made then and which I repeat is that we have a health and physical education guideline being revised that in the past number of years has required instruction in the area of sexually transmitted diseases as well as instruction in relation to drug abuse. I indicated that we feel the AIDS virus is a very serious social and medical concern that has to be addressed, that education has a very important role to play in this and that we would be revising the health education guideline to ensure instruction will be provided about the AIDS virus, its nature such as we know of it today, and its prevention.

1540

Mr. Davis: That did not answer my question; I did not ask about AIDS. I asked, if you are going to mandate a program dealing with such a sensitive area as the disease AIDS, why would you not mandate a policy dealing with racial harmony in the society we live in and require all boards to develop some form of race relations policy?

Hon. Mr. Conway: I am quite confident that the school boards and the educational community are going to recognize the importance our schools have to play in the whole area of addressing the multicultural and multiracial society in which we live and I am expecting that is going to be done very co-operatively. In the other matter, I have to say that the obligation I feel to ensure that our young people are given every bit of constructive advice and information about something as serious as the AIDS virus leads me to the conclusion that a guideline which deals with health education could be revised to include instruction in that very important area.

Mr. Davis: Diseases in society such as racism and intolerance are not something such as genes that come with an individual when he is born. They are attitudes that are taught and that are caught by the individuals in the society they live in. It seems that in the society we live in, one of the benefits you have as Minister of Education is to require and mandate school boards to institute

a policy dealing with race relations from the elementary grades up.

You are not prepared to mandate it and you leave it at the boards' discretion, and you expect co-operation and that boards will do it. What you are really saying as Minister of Education is: "I expect all boards to do it. If they are not going to do it, we will mandate it as part of the policy." I cannot understand, minister, why in such a sensitive area you will not say, "I will mandate it."

Hon. Mr. Conway: I guess we have a slightly different view of the partnership that I see as important in terms of the role the ministry and the school community have to play. I know the deputy minister would like to comment.

It is an ongoing matter to ensure that in teacher education, in curriculum development and in the development of learning materials, we at the ministry take every reasonable measure we can to ensure that those areas and others address the contemporary reality of our multicultural society. I think there are some areas where we can move on our own, but in other areas I think it is going to be important to involve the school community at its own initiative. Quite frankly, on the basis of what I have seen over the last little while, I am quite confident that invitation is going to be taken up.

The deputy would like to add something.

Dr. Shapiro: I would like to say that I agree with Mr. Davis about the question of how these attitudes are developed and the kinds of disease it represents, not just for the people whom we might see as more bigoted than others but for all of us who participate in society.

I have my own view about this area. I do not see AIDS and race relations as the same, although I think they are equally serious. As I mentioned when I went to the cabinet committee on race relations to explain what we were doing and someone asked exactly the same question, "Why not make it mandatory now?" I feel the best time to make it mandatory is when we have only the recalcitrant people to worry about, when there are not 170 to beat into line, so to speak, but only 30. In an area this sensitive and personal, people have difficulty admitting they may have a sexually transmitted disease, for example. You can imagine the difficulty of a community admitting it is racist.

In general, one is better off in trying to lead in that area by showing people what the possibilities are, by helping them to move along, by encouragement, by cajoling and by whatever carrots you can hold out. In the end, if people

really are recalcitrant, and I do not think they will be, then perhaps that is the time to think about mandatory policies in this area. I do not think it does adequate justice to the possibilities in advance.

Mr. Davis: May I ask the minister a question and a quick supplementary on this issue? Then we can move on.

The report today indicated, purportedly a report you have already approved, that one of the recommendations you will have to deal with, which is recommended by the race relations committee of the North York Board of Education and by certain members of the Toronto Board of Education, is the requirement that boards hire specific numbers of ethnic teachers. Will you mandate the process?

Hon. Mr. Conway: Again, you are asking me to comment about a press report of a committee's recommendations that I have not seen. I can only tell you that I asked for advice on this subject from a very learned group of men and women. They have been busily engaged in the preparation of that advice. I expect it soon. When it comes forward, I will look very carefully at those recommendations, singly and as a whole. After I do that, I am going to be submitting that to the educational and general communities for assessment and comment. At the end of that process, I will be in a far better position to give an answer to your question. You are too experienced a politician if I may use that word in your connection—somehow I do not think of you as a politician—

Mr. Davis: I am not a politician.

Hon. Mr. Conway: You cannot really expect me to comment on recommendations I have not seen and I do not think it would be very prudent for me to do so. As I say, there are attributions to yours truly in that report in the morning press that are certainly not true.

Mr. Davis: Just quickly, I would like to comment on something the deputy minister said, that he would deal only with the intransigent, those who did not want to deal with it. With all due respect, I suggest—I do not want to be partisan but I will—that an incident in the House has already set a kind of tone. The tone that has been set is that it is all right to make a racial slur as long as you stand up shortly afterwards and say, "I am sorry."

I do not think the minister or the deputy minister would condone a type of action where a racial slur is enunciated in a classroom, the youngster simply stands up and says, "I am sorry

I made it," sits down and it is forgotten. That is why I believe it is imperative that you are required to mandate a race relationship program, so all school boards will deal with it.

In your opening remarks, you indicated that there is a requirement in the health and physical education guideline for the teaching of venereal diseases.

Hon. Mr. Conway: Sexually transmitted diseases.

Mr. Davis: Okay. At what grade level is that?

Dr. Shapiro: It appears at the intermediate level, the very end of elementary school, grades 7 and 8, in a very minimal way. The guideline differentiates between whether it is to get serious treatment or less complex treatment. It appears in a sort of minimal way in grades 7 and 8 and then at the high school level.

Hon. Mr. Conway: If you want the material, I will provide it for you.

Mr. Davis: Thank you.

Hon. Mr. Conway: I just want to comment on what you said. There is no question that we have to bring about changes in attitude; I think we all agree on that. There are sinners everywhere in this land, regrettably. All of us want to work towards a better attitude. The question is, what is the best way to reach that goal?

1550

Mr. Allen: I am interested in the insistence of the Tory critic on the mandating question when the other two parties were not prepared to be very insistent about heritage languages which is a very fundamental and basic way of accomplishing much of the same objective. The moment you have those programs in the schools, you will have teachers from those backgrounds, children learning in those languages and that kind of ethnic and racial presence in a very legitimate way. It would give the credence that one would want to the proper place and dignity of all the groups and their languages.

I am a little concerned that the minister is, in the first instance, distancing himself from the concept of mandating so completely. I hope he is not telling us that this will be a document of fine words but there will be no real toughness around it. Obviously, one of the real problems that parents, and minority parents in particular, have with the system as it is, is the intimidating process that is involved.

If the minister does not have something that is clear and definitive that boards are required to have and cannot misinterpret and use to waffle and dodge and that those parents can appeal to

and not misunderstand what they are appealing to, the minister is going to have to be pretty tough and insistent in this whole process, I suspect.

I have seen two boards dealing with race relations policy. In both instances, even though they were substantial urban centres where there are issues of race in the schools, otherwise liberally minded trustees who take up good causes and are people normally one sees as being people of goodwill were using the argument that even getting involved in the process of drawing up a policy would be a confession that the board is racist now.

That is going to be a very tough attitude of some very prominent and powerful trustees the minister is going to have to deal with. That is why I say, if you are not prepared to mandate, you will have to be awfully strong, tough, forward and aggressive with this policy.

Hon. Mr. Conway: I do not minimize the challenge in some respects, but one also has to begin with a view of our fellow citizens. I take the view that, by and large, there is a willingness to move forward and make the changes that will be required. There will be difficulties along the way. I do not deny that, but I begin from a more positive base, perhaps, than others do and am not as sceptical as perhaps some here present might be, as to how I think others will react.

Mr. Allen: I guess I want to be positive with and for the people concerned more than I want to be positive with the people who are supposed to be representing them and often do not.

Hon. Mr. Conway: It is like the Legislature in some ways. I have been around here for 12 years and I know I will probably get more out of my colleagues if we can do it in some co-operative fashion. The minute anyone gets high-handed, unilateral and dictatorial, it usually all collapses in a heap, not necessarily because the objective is not a worthwhile one, but a lot of people do not like that basic approach.

I am not afraid to use it on occasion, but I do not want to be too aggressive in some of these areas because I think it will set the cause back instead of advancing it, which is what we want to do.

Mr. Allen: Can you tell me whether it is even being contemplated? I do not read in this report of this stage of the committee's deliberations that it has even been contemplated that, as you did for affirmative action for women, you would establish an incentive program by which you would help boards establish race relations co-ordinators. The smaller boards in particular, the boards that are in more financial difficulty than

others, are probably going to need that kind of assistance.

Hon. Mr. Conway: The deputy reminds me that is one of the issues that is before the advisory committee. I will be interested to see what they advise on that subject. I am a supremely reasonable fellow.

Mr. Allen: You have heard my advice.

Hon. Mr. Conway: Yes, I have. As always, I very much appreciate the constructive advice that you and my friend the member for Scarborough Centre (Mr. Davis) tender on these and other matters. I mean that sincerely. This is something that we do want to see improved. The question is, how do we do that? As I say, I regret the whole report today, because it is not like the days when the member for Ottawa Centre (Ms. Gigantes) was in professional journalism. Today, it seems their stories get written without even proper attribution, which I know concerns the member for Ottawa Centre as it does yours truly.

The Acting Chairman (Mr. Grande): Are there any other questions?

Mr. Allen: I think we were going to proceed with special education while we awaited the arrival of the commission. Is that correct?

Hon. Mr. Conway: Yes.

Mr. Allen: I gather we are expecting them.

Hon. Mr. Conway: Yes. As a matter of fact Mariette Carrier-Fraser and Jean Comtois are both here, but it is in the hands of the committee. I gather Peter Wiseman is here from the special education branch as well, but with some convenience, I think from the officials' point of view that if we—

Mr. Davis: Is Albert Roy coming?

Hon. Mr. Conway: No, it is not planned, but Mr. Comtois is regional director for the eastern region in the ministry and acting as secretary to the committee.

Mr. Davis: We would like to start with the report, plus Bill 75, and then we will move to special education.

Hon. Mr. Conway: Okay. Mariette and Jean?

Mr. Allen: Perhaps the minister might explain the difficulty that makes it impossible for Mr. Roy to be present. Is it possible for him to be present later in the week?

Hon. Mr. Conway: Actually, we discussed this the other day. I raised the question and I thought we had agreed that Jean Comtois would be here.

Mr. Allen: It must have just streamed by me.

Hon. Mr. Conway: We did chat about it briefly, and that was the agreement.

Mr. Davis: I misunderstood too. I thought Mr. Roy would be here.

Clerk of the Committee: No, that was never mentioned. Mr. Roy was never mentioned.

Mr. Davis: Okay. We will do the best we can. I will ask a couple of questions and then I will let Mr. Allen have you.

In your press release, the area that was highlighted most of all was the first recommendation from the committee, which is that the Ottawa-Carleton French-language board have two sections, a Roman Catholic section and a public section. It seems to me that is one school board, which has under its jurisdiction two areas of responsibility.

In the Bill 30 debates, I would suggest to you that it is very similar to the single, the unified or consolidated school board, or whatever was talked about under Bill 30. In those debates you and my colleague from the New Democratic Party pointed out on several occasions that it was an impractical possibility even though, as suggested by my party in Bill 30, it was going to be permissive because of section 23 and section 29 of the Canadian Charter of Rights and Freedoms and section 93 of the Constitution Act with respect to the rights of the Roman Catholics to deliver their own education system.

Can you explain to me how the committee can now make this proposal in the light of the areas of concern that you raised during the Bill 30 debates?

1600

Hon. Mr. Conway: I just have a couple of quick comments. I am going to ask Mr. Comtois to speak for the commissioners, but as I understand it, there was a fair degree of thought, analysis and testimony on this question. As I recall, the commissioners talked to a number of very prominent constitutional authorities about the way in which the proposed French-language board could be established, on the one hand, to respect the entitlements provided in the Charter of Rights and, on other hand, to ensure that the section 93 rights were in no way interfered with.

I am assuming it is out of that kind of consultation and deliberation that the commissioners came to that conclusion, but perhaps Mr. Comtois could speak more specifically to that and indicate who was canvassed for an opinion in that connection.

Mr. Comtois: We have consulted a number of constitutional experts on this.

The Acting Chairman: If you will excuse me, would you like to introduce yourself for Hansard?

Mr. Comtois: I am Jean Comtois. I am regional director of the eastern Ontario region. I was the executive director of the Ottawa-Carleton French-Language Education Advisory Committee.

The Acting Chairman: Thank you.

Mr. Comtois: As I was saying, we consulted a number of experts, including Professor Beaudoin, who is a very important constitutionalist from the University of Ottawa. We did confirm the constitutional validity of the response you have in the report of that particular recommendation and indicated that if that were the case, we would be respecting both constitutional rights having to do with confessionality, which is religion, and also the linguistic aspect of our constitutional rights that is related to section 23 of the Charter of Rights. Based on that opinion and others, the committee has decided to make that particular recommendation.

Mr. Davis: The issue still remains. First of all, I am trying to look up the page where you list the constitutional lawyers you consulted, and it has slipped by me. You list a number of them. Let me come back to that.

If the constitutional lawyers say that the single unified board for francophones protects the confessional rights of the Roman Catholic separate school board, why would that not also be applicable and protect their rights if there was a single unified school board in any jurisdiction in which there was a separate board and a public board under the single board, as you recommend?

Hon. Mr. Conway: It is important, and I want to make it very clear, that I do not want to speak to more than what went into the recommendations. Those recommendations have been made. As Mr. Comtois indicated, they are now before me and my officials. We will have to assess from our point of view in the preparation of legislation and also in the consideration of public policy what we feel are appropriate steps and measures. I do not want you, Reverend Davis, to get too exercised. I want people to understand what went into this. What we are in the process of deciding now is what the government does with it.

Mr. Davis: I cannot find the gentlemen listed in the report, but there were four or five constitutional lawyers whom the committee spoke to. Did all the constitutional lawyers agree that the single board to be constructed would

protect the inherited rights of the separate school board?

Mr. Comtois: All the constitutional lawyers we consulted agreed. One expressed some reservation.

Mr. Davis: Is it possible to look at those legal opinions?

Hon. Mr. Conway: I think most lawyers will quite candidly share their opinions with you.

Mr. Allen: For a price.

Hon. Mr. Conway: I do not mean to be glib about that.

Mr. Davis: I would like to see them, because I think if the constitutional lawyers have said that this single board in Ottawa is constitutional, then it seems to me that it is constitutional when it applies to a separate public board.

Hon. Mr. Conway: I will check the file and make all that available to you. We will do that happily.

Mr. Davis: Have you or the committee received any guarantee from the separate school board that there will not be a constitutional challenge with respect to the establishment of one board to deliver the French-language curriculum and to have self-governance in the Ottawa-Carleton area?

Hon. Mr. Conway: You are asking what has been the reaction of the separate school boards. I do not know that they have made any formal response to me. I certainly expect they will.

Mr. Davis: What I asked is whether you have received any guarantee from the Roman Catholic separate school boards, their trustees' association, their teachers or the church that they will not institute some constitutional battle?

Hon. Mr. Conway: No such guarantees have been sought and, to the best of my recollection, none have been offered, though understandably so. This is a fairly fresh report. It is just out there. It is being carefully examined by everyone in the Ottawa-Carleton educational community and I know by members of the Legislature who think of nothing else as they retire for their evening read.

Mr. Davis: With all due respect, the particular item of a single unified board was discussed quite openly on several occasions, primarily all through the Bill 30 hearings. If I recall correctly, at that point—and I am talking now only about the delivery of public education, not the francophone education—it was the position of the Roman Catholic separate school boards that this was unconstitutional and that it was imperative that

they maintain the jurisdiction over the right of the delivery of their own program, based on their denominational rights or the confessional rights guaranteed them in the British North America Act and the Charter of Rights.

In Bill 75, unless I misunderstood when we travelled in the Ottawa-Carleton area, we did discuss with the representatives how we would deliver it in the Ottawa-Carleton area. To my knowledge, the separate school boards that came before us indicated that they would want the total jurisdiction and delivery of the French language under their jurisdiction, although they were prepared to ensure that there would be an opportunity for those who would be in the public system to receive an education.

Perhaps the committee members could tell us why they came up with this resolution and whether the separate boards when they came before you articulated the position that they articulated when we went forth with Bill 75?

Mr. Comtois: All four Ottawa-Carleton school boards, public and separate, indicated very strong support for such a proposal. Furthermore, I think you will find that what we have here is a recommendation that would really respect the rights of both groups, and this is exactly the principle on which this particular report is established.

If you want a list of the constitutionalists who were consulted on this, they are given in the report on page 148. We can certainly provide you with a copy of whatever is required.

Mr. Davis: I would like to see a copy of that.

Hon. Mr. Conway: We aim to please.

Mr. Davis: In the distinction of the single board, I asked you in the House and I would like to ask you again—

Hon. Mr. Conway: Just before you move off that, I want to comment that there are two very important rights that the committee, the government and certainly the Legislature are going to have to deal with. Those are the rights provided to the separate school community under section 93 of the old BNA Act, now the Constitution Act, and the section 23 rights provided by the Charter of Rights. It is those two rights that the committee obviously tried to address and that we are going to have to address as well.

Mr. Davis: I asked in the House and I ask you again whether you support recommendation 1 from this committee as a solution to the delivery of French-language education in the Ottawa-Carleton area.

1610

Hon. Mr. Conway: I support a very careful analysis of that and every other recommendation contained in this just-released report. Stay tuned; I will be concluding that analysis and preparing government policy and legislation in the not too distant future.

Mr. Davis: When can we expect your final comment on this recommendation 1?

Hon. Mr. Conway: As has been made clear, we have indicated that a French-language school board will be in place in Ottawa-Carleton in the fall of 1988, so we are working within that timetable. I certainly hope to move forward carefully but constructively in the near future.

Mr. Davis: Will we see the minister's recommendation prior to the Supreme Court decision on Bill 30?

Hon. Mr. Conway: Since I cannot predict with any specificity the latter, it is hard for me to say; but I am quite serious when I say that we have a timetable in terms of having this board in place in Ottawa-Carleton in the fall of 1988. It is obvious that we have a number of things to do between now and then.

Mr. Davis: So it is possible that this recommendation will be dealt with, in all probability, after the Bill 30 resolution by the Supreme Court is finished.

Hon. Mr. Conway: Say that again.

Mr. Davis: Let me explain. There is a suggestion that the reason the separate school boards have been silent on recommendation 1 is that they do not want in any way to prejudice the case that is before the Supreme Court. As you know, the case before the Supreme Court, although it deals with the original Bill 30—and our section did not get in—if there is a proposal and a support for a single school board, no matter how you want to cut and qualify it, the fact remains that this is a single school board in which the Roman Catholic rights can be conceived as being placed at a disadvantage and which you could stand to challenge in a court. So the suggestion is that the separate school boards will not challenge this until after the Supreme Court rules on Bill 30 in case it has an effect.

Hon. Mr. Conway: Two quick comments: First, I gather from Mr. Comtois's comment a few moments ago that the separate school boards in Ottawa-Carleton have not been silent in addressing this particular recommendation, that they have indicated support for it.

Second, the question that will have to be carefully assessed is, does anything arising out of

whatever we do, in so far as the establishment of a French-language board in Ottawa-Carleton is concerned, interfere with or derogate from the section 93 rights?

I gather that when the committee put its proposal 1 before a number of constitutional authorities, the majority opinion, the near unanimous opinion, seems to have been no, they felt that such a proposal would not, as I understand Mr. Comtois and the report, interfere with those rights. But again, as we go forward, that is something we are going to have to address.

Mr. Davis: Perhaps you could also table for the committee the legal constitutional advice you received during the debates on Bill 30, which indicated why the single-school-board concept—whether it was called a consolidated board or a unified board, it was still one board maintaining two jurisdictions underneath it—at that point was unconstitutional. We have already requested the ones here which show that this particular situation, according to the people you spoke to, is constitutional.

Hon. Mr. Conway: As I indicated to you throughout the deliberations on Bill 30, there has developed a fair bit of opinion that the constitutional protection is fairly clear on the right of the separate school ratepayers to elect trustees to run a separate school system. That has been, I think, fairly well established in our jurisprudence as one of the fundamental rights flowing to the separate school ratepayers out of section 93.

Obviously, any consolidation of a separate board with a public board would be viewed as an interference or a derogation from those rights. Now I will certainly be happy to check. I am no constitutional authority, as you know, but it seems to me that was fairly well established in our deliberations on Bill 30, and I think it was widely accepted by everyone.

Mr. Davis: By two parties.

Hon. Mr. Conway: No; I think if you go back and look at the June 12, 1984, statement—I do not have it at hand—it was certainly the view of the former Premier that that was the case.

Mr. Davis: One is not challenging that. What I am saying is that we, as a party, believe those inherent rights could still have been protected under one single school board. What you are doing here is saying, "Yes, they can be protected under one single school board," but you also have a complication because you have added francophone delivery of education.

Hon. Mr. Conway: It seems to me what the committee was charged with was a mandate to

advise on how a French-language school board could be constituted. One of the questions that obviously has to be dealt with in that connection is, how does one not interfere with the section 93 rights? That first recommendation is the considered opinion of a group of five individuals. We are going to look carefully at it, take advice and develop policy on the basis of all that consideration.

Mr. Davis: You can skate on the Rideau Canal with your colleague the Premier (Mr. Peterson). No matter what you say, if you accept this, what you have here is a single school board delivering both the francophone education, with which I concur, and, under the auspices of one board, a Roman Catholic school curriculum and a public school curriculum.

My concern and my questions, which we will continue to ask, are that if it can be done in this situation and it is constitutionally correct, according to the people you have consulted, why is it not constitutionally correct to provide for the people of Ontario the right to make a decision if they would like to have the opportunity in their jurisdiction, as the people of Ottawa-Carleton had? I understand you consulted the school trustees, and there seems to be some kind of consulting done among the francophone community. Why can others not have the right to be consulted on whether they would like to have a single school board?

Hon. Mr. Conway: Mariette Carrier-Fraser would like to comment. I do not know that I can add much. I think we are as ships passing in the night on this one.

Mr. Davis: We certainly are.

Mrs. Carrier-Fraser: Basically, recommendation 1 says that the Ottawa-Carleton French-language board should have two sections. It is clear: a Roman Catholic section and a public section.

Also, in its recommendations, what the committee wanted to do was to ensure that the trustees elected to the Roman Catholic section of the board had exclusive jurisdiction over their own schools and could levy their taxes according to their rights under the act. The public school section of the board would have public school trustees, and those trustees would have exclusive jurisdiction over their schools. The committee felt when it made its recommendations that both sections would then have exclusive rights and that this would ensure that the constitutional rights of the Roman Catholics would be adequately represented.

Mr. Davis: I will move off it.

Hon. Mr. Conway: Before you do, one final comment: It might be useful to go back and reread the decision of the Court of Appeal in 1984. It was clear that the judges at that time felt there would have to be some—I do not want to try even to paraphrase the court judgement, but it was very interesting as they reacted to the question put by the Attorney General for the previous administration. As I remember the decision of the Court of Appeal, it recognized that there would have to be some creativity shown in the recognition of both sets of rights: the charter rights and the denominational rights of section 93.

It might be useful for you to go back and reread that decision. I should probably do it as well. As I remember the Court of Appeal decision in 1984, it seemed to me there was considerable understanding by the judges at that time that we were going to have to work out the relationship of those two sets of rights.

Mr. Davis: As your colleague indicated when she spelled out the areas of responsibility, it seems to me they were the same kinds of jurisdictions that were spelled out in the Bill 30 debates—very similar.

Let me ask you a question.

1620

The Acting Chairman: Could we at this point go to Dr. Allen and then perhaps return to you?

Mr. Davis: How are we going to do this? Half an hour and half an hour, or do you want come in now and not come back here?

Mr. Allen: I would rather go 15 minutes each.

The Acting Chairman: Could we do it that way? All right.

Mr. Allen: I do not know where we are on the timing, because I did not look at the clock at the beginning.

The Acting Chairman: I think 20 minutes.

Mr. Allen: I just wanted to signal to you that I wanted a supplementary at some point on this particular issue.

Mr. Davis: Go ahead.

Mr. Allen: I have a number of questions with respect to the report. The first thing I want to say is that I regret that somehow or other the decision not to have them all come before us, or at least one of the commissioners who has direct responsibility for the report, seems to have gone by me in the committee. I did not realize that was not happening. I think there is a difference in having the people who are responsible for the

document and for its issuance directly. If you could respond to that—

Hon. Mr. Conway: I apologize, but we did canvass briefly the opinion—

Mr. Allen: I am not questioning Mr. Comtois's adequacy in responding to questions. I am just saying that he is not one of the responsible parties in the report itself. I have a number of questions about some problems I have with the report that I would like clarified, and I am sure he will be able to do that job for me.

On this question that we have just been discussing, my sense is that the problem Mr. Davis is having is in thinking that the decision around unified school boards vis-à-vis Bill 30 is not in itself a constitutional question. The rejection of that option was not really one that was grounded, strictly speaking, on constitutional foundations. It was rejected on the political foundation that, inasmuch as the separate school community in Ontario had the rights that are guaranteed under section 93, there was no one in the province who could force it to join in a delivery system for separate and Catholic education that it did not feel was consistent with its rights.

Therefore, if one were to move in that direction, one would await the date in this province when it was possible to think in more co-operative terms, and the separate boards themselves might be prepared to join in relationships in which they would not themselves feel they were jeopardizing or giving up their rights by entering into that kind of relationship.

As I understand it, what is happening in the French community is that there is a different stage of evolution with respect to Catholic public education rights in the province and how they can be fulfilled. The French Catholic community, and the Catholic community at large, appear at this point to be saying that it is certainly conceivable that the rights guaranteed under section 93 to that class of persons, as the wording is, can be fulfilled through trustees who are directly elected by the separate school community to fulfil their educational objectives as long as they have exclusive control of education through that vehicle. That is basically what is happening. There is no contradiction between the two states of affairs. It simply happens that two communities have a different attitude to the way in which it is possible to realize, fulfil and maintain their constitutional rights in institutional terms.

As you pointed out, the central fact of the separate school community in question is that if the teacher and the trustee who governs the

teacher's activities are the central core, and where that is established in such a way as to guarantee that section 93 rights are maintained, whether that is in a unified board context or in a separate board context is a little bit beside the point. The point is that those communities have reconciled themselves to that and the constitutional advisers, with one exception, have on the whole said, "Yes, it looks as though it is satisfactorily arguable in constitutional terms."

The odd question is raised around it because it has never been tried. Nothing is final until it is decided in the courts; every lawyer will tell you that. That is the principal reservation. I do not think I or my party have the problem that Mr. Davis is articulating. We have always wanted as much co-operation as possible between separate and public boards. We see many separate boards finding it possible to agree to co-operative arrangements of quite an extensive nature in some cases, sharing school facilities, buses, purchasing services and what have you. Apparently, they do not feel they have jeopardized their constitutional rights by doing that. By the same token, I think one can extend that argument into the structure of the unified board that the French community, both separate and public, is prepared to accept it.

Obviously, it follows that the first major recommendation following that decision is that there must be a double majority system of voting. I think that is totally consistent with that essential constitutional concern Mr. Davis was raising. I guess what concerns me is that double majorities can also be formulae for deadlock if one is not careful. I did not notice in the report any real wrestling with the problem of how one then goes about resolving deadlock, should it exist, between the two panels, what appeal procedures were contemplated and what the best way of handling that kind of situation would be. At this point in time, the boards seem to be set out there with this ideal system in place without much to fall back on by way of at least recommended appeal procedures. Did the commission discuss that at some length? Is there consensus that is not really expressed here?

Mr. Comtois: I do not think the question of appeals per se was discussed. There was certainly an indication that it is felt that, because of the unanimity in the francophone population in Ottawa-Carleton, what is being proposed here could work out and the process that could be put into place would allow the board to co-operate and treat many questions in common, rather than to try to run these responsibilities exclusively.

That having been said, one also has to realize that the Separate School Act of 1863, commonly called the Scott act, is quite specific as far as the Roman Catholics are concerned in having their rights to levy taxes to run programs, to hire teachers and this sort of thing.

Taking all this into consideration, it was the feeling of the committee members that the trustees in question, given the input that was obtained, could very well take such an operation and develop it in such a way that there would be exclusive matters. At the same time, they could develop a process by which they could share as many of those responsibilities as possible.

Mr. Allen: Do you have a sense that the starting point for the board would be an arrangement whereby the two groups of trustees would have no shared powers and that it would then develop from there in terms of their own discussions with each other as to whether there were areas and services that they could share?

Mr. Comtois: Yes, this is certainly an indication.

Mr. Allen: That is the starting point, is it?

Mr. Comtois: Yes, it is.

Mr. Allen: That is how the first board meeting would take place.

Mr. Comtois: That is one of the recommendations, as a matter of fact, in the report.

Mr. Allen: That disposes of another one of my questions. One of the concerns I also had was that there is a very interesting structure of interim planning bodies that are necessary: representatives from the separate board side and the public board side, and then there is the overarching committee that keeps it integrated and moving, presumably.

What I do not understand clearly from the report is to whom those interim bodies are responsible. Whom do they report to and who is giving them the mandate to do all this? Is it their originating boards? Many of them will be trustees who derive a certain kind of authority from being part of those boards, and yet, at the same time, they are going to be put in place, presumably by a ministry, a government and an act that will legitimize their activity. Is there a problem there that the commission has wrestled with that we need to know a little bit more about? I see some difficulty, unless that is very clearly spelled out.

1630

Mr. Comtois: As indicated in the section on planning, the three committees that are suggested are for a planning purpose. Of course, there is an

indication that planning such a board cannot be done in isolation; it has to be done in co-operation with the trustees representing the boards that presently exist in the Ottawa-Carleton region.

Therefore, on the one hand, we have the interim French-language education planning committee with the main task of establishing the new board and, on the other hand, we have the education committee for Ottawa-Carleton representing the present four-school board, the English-language trustees, who need to assist the French-language trustees to plan such a board. At the same time, those four English trustees would have the responsibility of trying to see that particular creation does not impact too negatively on the present board as it exists in Ottawa-Carleton. That would be facilitated by a joint committee whose chairman would be named by the minister. That joint committee would see that there is co-operation among those trustees in creating such a board.

The main purpose is to present to the trustees who would be elected in November 1988 some kind of organizational proposal for that board to be put into place immediately after the election of November 1988, at the first meeting of the board at the beginning of December, so it can begin functioning by, let us say, January 1, 1989. Their main purpose is to plan, to present to the trustees who would be elected some kind of format, some kind of organization that would allow them to put into place the French-language school board.

Mr. Allen: Presumably, the negotiation of this from the perspective of the existing boards is from the whole board. Obviously, it is not from the English majority section or vice versa, as the case might be. Your two bodies derive certain authority from the same board entities.

What happens when there is some significant conflict between a particular aspect of the proposal as it is being worked out and a board begins to back away? Can it pull its trustees back from that position or are the trustees themselves responsible to implement an act of the Legislature in which they are responsible to the Legislature and the ministry for marching ahead? Are they in a position where they have to march both backwards and forwards, depending upon whose person they think they are?

Mr. Comtois: The French-language school board cannot be implemented unless there is legislation that would allow for implementing it. Legislation will have to be developed to allow us to do that. Therefore, the trustees who would be working on this would represent their constitutionality. I suppose the francophone trustees

would reflect each one of those particular boards, and the English-speaking trustees would represent the majority of the trustees on those particular boards. They would represent their points of view on the many aspects of creating the French-language school board and, I hope, will be able to resolve many of the issues among themselves in order to create that board.

Mr. Allen: One hopes that would be the case. I guess I am still not clear whose creatures they are. Does the minister have a sense of whom the interim bodies are formally responsible to? Will they be responsible to him through legislation to undertake a task that the government has assented to, albeit with the consent, advisement and consultation of the Ottawa boards, or will those bodies be composed of individuals who are responsible to the Ottawa boards, which are themselves negotiating and arranging a French board in the area?

Hon. Mr. Conway: I guess I am a little unclear. Are you speaking to the committees that are referred to in the report?

Mr. Allen: The interim planning bodies.

Hon. Mr. Conway: All right. Again, you are assuming that government policy moves forward incorporating all of that package of recommendations. That is a judgement I cannot speak to at this point. We may; we may do it differently. But when we decide, those are the kinds of questions upon which we will have to deliberate.

Mr. Allen: All I am doing is signalling to you that I sense a certain lack of clarity there of responsibility and jurisdiction that is going to have to be tended to. If those things are not clear, other confusions follow.

Hon. Mr. Conway: The Ministry of Education has some experience in this area. Back in the late 1960s, as we moved to creating the regional school boards, as I recall it—and I look at people such as Duncan Green and others who have been around somewhat longer than I in this matter—there had certainly been theories developed in the mid to late 1960s with those transitional phases, and I think we will be able to call upon that experience.

Mr. Allen: I am sure you will call on all the expertise available, and I know you have lots of it. They know how to read signals also.

Hon. Mr. Conway: Your caution is a good one.

Mr. Allen: Yes. I am a little puzzled by what appears to me to be a slight contradiction in teacher transfer guarantees of employment in the personnel section. Perhaps you can help me out.

On page 69, the report appears to be adopting the kind of guarantees that existed under Bill 30; namely, that no person will suffer loss of employment in the course of the creation of the new board. The language is pretty direct in that regard.

When I went over on to page 75 and I looked at the discussion around seniority lists, I became a little bit nervous, especially when I read the latter part of paragraph 2. The discussion, in general, is about how one develops a consolidated seniority list out of the multiple seniority lists that the previous boards have and to which transferring teachers would be attached.

In the course of that, it goes on to say that teachers declared redundant will be considered, in the first instance, against the original seniority lists of the boards they come from. Eventually, a consolidated list for new personnel in the French board would begin to take over and those personnel would be declared redundant accordingly.

Then it says: "Should redundancy occur, the new board would first use its seniority list"—that is the general one—"to declare a teacher, other than those transferred to local boards, to be redundant. Should that list be exhausted, the new board would then use a former board seniority list to declare surplus any teacher within the geographic boundaries of that teacher's former board."

That seems to me to say, at least by implication, it is possible for a transferring teacher to be made redundant. Is that true or is that not true? If that is the case, what is the nature of the guarantee that is being talked about on page 69? Is that a guarantee for just a few months? Does it have a time period attached to it in the commission's mind, such as 10 years as in Bill 30, where that employment could not be tampered with?

Mr. Comtois: It does not have any such guarantee. The point being made here is if, for instance, because of declining enrolment, you come to a point where the new seniority list has been exhausted, then for the purpose of declaring some kind of redundancy you have to go to another seniority list. Therefore, you would go to the seniority list of the board where that teacher was previously employed. This is what it is saying.

We have not in this report any guarantee of 10 years or whatever it is, as you had for Bill 30.

Mr. Allen: So a teacher transferring to the French board might, in point of fact, end up

being less secure than he was while employed with the previous board?

Mr. Comtois: Probably not. It could happen, if you take a look at the Carleton Roman Catholic Separate School Board teachers for instance, but I do not think it would be very possible for a teacher from the Carleton RCSSB to lose a position with the new board, as it would be with the board where he or she is presently employed. However, if you go to the Ottawa Roman Catholic Separate School Board or the Ottawa Board of Education, that is another matter. Declining enrolment is affecting these two boards a great deal. In that case, it is quite possible, because of redundancy, that one of those teachers could lose his or her position, but not any more so than in the present situation, I believe.

1640

Mr. Allen: I would have thought it would be the other way around, that the teacher in the Ottawa separate board would have more security in the French board because the declining enrolment in the separate board in Ottawa would probably be more than balanced in the annexation of Carleton and other French students into the larger entity, whereas the Carleton teacher would—

Mr. Comtois: It could be. Yes; you are probably right, except if there is a redundancy in the Carleton Roman Catholic separate school, at that time it is a Roman Catholic separate board teacher who would be affected.

Mr. Allen: I am just signalling again that I think we are going to want to look very closely at the teacher guarantees and security we are talking about when we do use what appears to be fairly reassuring language on page 69 that "no staff member should lose a job as a direct result of the creation of the French-language school board."

The other question I have in that regard is whether, unlike the—

The Acting Chairman: We did decide on the 20-minute rule and I guess I should be strict about that. However, I understand the members of committee made a determination previously that they were going to be dealing with the implementation of Bill 75, also special education, so I am in your hands. You deal with whatever you want to deal with.

Mr. Davis: Okay. So I have 20 minutes, I guess.

Mr. Allen: Mr. Chairman, I think our understanding was that we would deal with the commission first, that we would deal with Bill

75, and if we had the time we would try to fit in the Bill 82 separate education stuff, and if not we would come back to it.

The Acting Chairman: That is fine.

Mr. Davis: Mr. Chairman, I think we better clarify that. My understanding was that today we would do the francophone education bill, the Ottawa-Carleton report on Bill 75, and in the latter part of the day we would do Bill 82, because we have religious education on tomorrow and I understood it was kind of an open day to ask some questions. Then on Thursday, we have the Education Relations Commission coming.

Hon. Mr. Conway: When did we schedule the school business people? Is that not tomorrow?

Clerk of the Committee: Tomorrow.

Hon. Mr. Conway: At what time?

Mr. Davis: I would prefer it at around five o'clock, shortly after special education.

Hon. Mr. Conway: As I said before, the committee orders its own business.

Mr. Davis: Let me ask the minister a question on Bill 75. Thank you, Mr. Chairman, for reminding me. Would the minister provide for the committee the number of new elections that had to take place across the province with respect to the French-language education council committees?

Hon. Mr. Conway: Yes.

Mr. Davis: I wonder if you can just comment a little bit. You must have thought about the areas that would be under the joint auspices of the two groups of trustees, roughly 15 separate and five public, if I am not mistaken. What areas do you see them dealing with together?

Mr. Comtois: As I said before, the principle of the committee was to start from the fact that when the board is created and meets for the first time in December 1988, everything is exclusive. At that time, the trustees elected will decide what of this they would like to put in common. One of the reasons we do that is that the Scott act, as I said before, is very specific as to the responsibilities that should be assumed by Roman Catholic separate school trustees. From that point on, it is up to the trustees to decide to what extent they would like to put things in common. That is the decision the committee members have taken.

Mr. Davis: So then it is possible to have a situation occur, which occurs in some boards now but not to a high degree, where in this particular board the separate school trustees

would be responsible for the negotiating of contracts of their own teaching staff and the five public board members would be responsible for the contract negotiating of their teachers.

Mr. Comtois: That is a possibility.

Mr. Davis: Would you anticipate that is what would happen or would they hire and have one contract for all their teachers? What would you like to see?

Mr. Comtois: I would prefer to see one contract. I am not sure it will happen.

Mr. Davis: Let us pursue the other course. There is only one director, hired jointly. Can the separate board trustees ask for their own director? I believe that is part of the Scott act.

Mr. Comtois: There is one board and one director, and under that director you have two sections to operate. It certainly would be preferable and perhaps organizationally and administratively a positive move to have a person responsible for each one of those sections and for the person to be called a chief superintendent or a director. I am not too sure of the terminology that would be used, but certainly somebody should be in charge of those sections.

Mr. Davis: The minister stepped out.

The Acting Chairman: He will be back in 90 seconds.

Mr. Davis: In 90 seconds? Okay.

I was just reading through your brief in respect to who can and who cannot be admitted. I know how we dealt with them in Bill 75, but is it possible, based on the understanding of section 23 of the charter, that students who have taken French immersion programs in the elementary panels, be they public or separate, but whose parents' first language is not French, can apply and be accepted to this francophone board?

Mr. Comtois: In this case, if one of their sisters or brothers has not attended a French-language school and the parents do not qualify either, they would have to go to the admissions committee.

Mr. Davis: But the admissions committee could allow them to enter?

Mr. Comtois: It is a possibility.

Mr. Davis: What you could have, and I am just anticipating, is that the youngsters in the Ottawa-Carleton area who take French immersion and want to continue their French program in greater detail—I am talking about secondary, for example—rather than going to secondary school, they could apply and be accepted by the francophone board.

Mr. Comtois: They could, but that is not the purpose of the French-language school board. The French-language school board is to educate children who qualify under section 23 of the Charter of Rights and Freedoms. For the purpose of exceptions, we have an admissions committee.

Mr. Haggerty: That is at the elementary level too, is it not?

Mr. Comtois: It is.

Mr. Davis: That is one of the concerns we had with Bill 75 when we tried to plug it up. I assume there will be some kind of positioning; attempting to get students by one of three segments in Ottawa-Carleton.

I am sorry the minister is not here. My question has to go to him, so you go ahead.

Mr. Allen: An interesting sidelight is that I note the commission, in its references to charter rights under section 23 did not except clause (iii)—also when it reproduced that section in the appendix. I presume you did not intend to confuse anybody because you are obviously beyond the point where numbers warrant. The Supreme Court decision in 1984 makes that clear. I do not want to labour the point, but you may have confused some people.

I wonder whether the commission developed a more complete description and analysis of enumeration problems for those who are going to have to deal with the implementation of the new project in enumeration. I gather you are proposing a trial run for it next year. The reason I ask is that, obviously, it has caused immense difficulties in the past and it is not less complicated now than it was, with the new legislation under Bill 75 and so on.

I found the section a little unhelpful. I knew there were complexities, but I wanted to know what you were going to recommend with regard to breaking through those complexities and how you were going to set up a pilot project. Has the commission done further work on this that it will be passing on to the planning groups in question?

Mr. Comtois: We feel what is helpful this time is that section of the Charter of Rights and Freedoms which spells out very specifically how one can qualify to be a student or, if you wish, if you extend that, a supporter of the French-language school board. The suggestion in the report is that the conditions established under section 23 of the Charter of Rights and Freedoms would also be very useful in determining who is eligible to become a supporter of that budget of the board and in meeting the requirements of

section 93 as a Roman Catholic or, of course, a public school supporter.

1650

Mr. Allen: Was it the view of the commission that it was a matter of structure for conducting the enumeration, or was it more a matter of substantial training so that the persons who have to ask can get answers to what are becoming fairly complicated questions and do their job well and thoroughly?

Mr. Comtois: I think the structure is there. We have to make sure that those who have the responsibility to conduct the enumeration are trained adequately in order to be able to carry out the task adequately. We saw that as a very crucial condition for that kind of enumeration to be more successful than the attempt we had a few years ago.

Mr. Allen: Following up my colleague's question about the admission of other students who do not qualify under the charter 23 provisions, I guess I was surprised you had not recommended some guidelines in that regard. Is that something that will be forthcoming or is it a matter simply to be left to the discretion of admissions committees?

Mr. Comtois: The legislation might specify that. I suppose, however, that the Education Act as it exists states very clearly that if somebody does not qualify to attend a school operating under section 11 of the act, the student has to go through an admissions committee and the board then develops criteria for the school admissions committee to utilize in order to accept or reject the application of a student.

Mr. Allen: The reason I asked the question is that I have never seen a regulation that governs the admissions committee. Is there such a regulation?

Mr. Comtois: No.

Mr. Allen: It is left to the board to develop its own criteria.

Mr. Comtois: That is correct.

Mr. Allen: I wondered about that. Do you want to resume your questions?

Mr. Davis: I will follow up on yours, Mr. Allen. Minister, why is it that the ministry does not have a curriculum guideline and any regulations dealing with French immersion programs in the province?

Hon. Mr. Conway: I might defer the beginning of a response to the assistant deputy minister for French-language education, who might want to address the question.

Mrs. Carrier-Fraser: On French as a second language?

Hon. Mr. Conway: As I understand it, the question is, why does the Ontario Ministry of Education not have a curriculum guideline on French immersion?

Mr. Davis: Yes.

Mrs. Carrier-Fraser: Unfortunately, I do not deal with French as a second language at all, but the students registered in those schools are basically English-language students who are receiving French as a second language. I was looking for Duncan Green because he deals with this.

Mr. Davis: Perhaps you can get the answer for me.

Hon. Mr. Conway: Mr. Green will be back.

Mr. Davis: One of the concerns of the committee was that the French-language school boards have access to sufficient financial resources to permit them to offer quality education and equality of opportunity for their students at a level at least equal to what is at present offered to these students in the Ottawa-Carleton boards. How do you propose to do that?

Hon. Mr. Conway: We have received a range of advice recently on the whole question of educational finance, both as it relates to this project in Ottawa-Carleton and, more generally, as it relates to the situation in the province.

I cannot add much more to what I said the other day. We are carefully assessing the advice that has been offered. I personally am eliciting advice from others, such as yourself, Mr. Davis, to make sure that as we go forward to try to address the areas of concern that have been identified by a variety of individuals in the school community, we do so in a way that is fair and reasonable to all concerned: both public and separate ratepayers, students, teachers and trustees and, of course, anglophone and francophone groups as well.

Mr. Davis: Can I assume that you will not be supporting recommendation 56, which is that the industrial and commercial assessment in Ottawa be pooled and distributed equitably among the school boards beginning in 1989?

Hon. Mr. Conway: You can safely assume that I will look carefully at and analyse closely all the recommendations of the Roy committee report and the Macdonald commission.

Mr. Davis: One could then assume that you are giving serious consideration to the pooling of industrial and commercial assessment, for instance.

Hon. Mr. Conway: You could assume that there has been a widespread interest in ensuring that our system of educational finance is as fair and equitable as we can make it. There has been an ongoing discussion about what adjustments might be necessary and appropriate to give effect to that objective.

Mr. Davis: I find it difficult that you cannot speak for your government in a more definitive way, understanding that on several occasions my leader the member for St. Andrew-St. Patrick (Mr. Grossman) has indicated that we do not support the pooling of the industrial and commercial assessment.

Every time we ask you that question, you hide behind various reports and suggest that you might give it some consideration. Considering that there is a very practical way to fund education adequately in this province, and that is to increase the ceilings, could I suggest that what you are saying is that you are going to increase the ceilings with respect to adequate funding for, in this particular instance, the French-language school board?

Hon. Mr. Conway: It being a free country, you can suggest whatever the spirit moves you to suggest. I can only tell you that from the government's point of view, we are looking at a wide range of advice on the whole question of educational finance. I certainly have made no final determination of what the future might look like in that connection.

The deputy might want to comment on the question of curriculum guidelines for French immersion. The assistant deputy, Duncan Green, has returned. He may wish to comment since his name was taken in his absence.

Dr. Shapiro: I just want to say that we are cognizant of the fact that we do not have such guidelines and that we might need them. We have commissioned a special review, which is going on in the current year, by Michael Parkin from the Ottawa Board of Education on French-language immersion programs and French-as-a-second-language immersion programs. The area of language arts is our first concern in this area. Out of that, we are hoping next year to try to outline a lot more broadly what kind of guidelines we will prepare.

Mr. Davis: Thank you. I have just one other question. I understood that it was not your mandate to investigate the possibilities of having what was recommended in the green paper and several other papers dealing with the Ottawa-Carleton area, which is the amalgamation of the school boards. There will be a public school

board, a separate school board and a francophone school board covering the Ottawa-Carleton area.

In one of your recommendations you suggest that there be that kind of investigative process. Did you get a lot of support from the Ottawa and the Carleton boards, the separate and public boards, to go into that kind of what I guess will be a fairly costly program with a possibility of some type of amalgamation?

Mr. Comtois: There are a number of comments we can make on this; I will try to summarize very briefly.

First, we did not get great support for any proposal for amalgamation from at least two of the four boards, not three. There was some indication to the committee members that there might be other solutions to that, for instance, a greater co-operation among the boards in sharing to a greater extent a number of things such as programs, facilities, staff, etc.

One of the things that the boards have proposed to us is to take the time to look at this. Of course, they have not had opportunities to do that in the past. What we are proposing with the joint committee is that this be done on a more formal basis. It is our hope that this joint committee will be able to do that. As the recommendation states, a year before the election of 1991, a decision should be made regarding the organization of school boards in Ottawa-Carleton.

1700

Mr. Allen: I do not want to press any further detailed questions about the committee's report. I think it was proper of it not to get into the question of further consolidation of the other boards. That is something the other boards themselves will have to work out in their own way. None the less, I might have preferred a little more thorough estimate of the costs of implementation, the costs to the various boards and the tradeoffs that are involved.

Hon. Mr. Conway: Implementing the recommendations.

Mr. Davis: That is right, implementing these recommendations and bringing the new French board into existence. The last question I want to ask on this subject is whether you are committed to the timetable the committee itself has laid out, that there will, indeed, be a board established for the francophone community in the Ottawa-Carleton region operational in 1988, accepting its first students the year after.

Hon. Mr. Conway: Yes. That is my commitment on behalf of the government. There is a lot

of work to do in the next 18 to 20 months, and I am very anxious that we move forward in a careful and constructive fashion.

A lot of work has been done in the past 13 months. When this committee was established, it was given a mandate and a relatively short period of time in which to complete its work. A couple of extensions were sought and granted, but throughout the piece I have made clear that we want to meet that fall of 1988 deadline. That remains my commitment, recognizing that there is a lot of work to be done.

Mr. Allen: Does that mean we will be seeing legislation in the summer session?

Hon. Mr. Conway: I hope we will complete our internal deliberations and have the necessary legislation before you as soon as we can arrange it. Some of the questions we have to decide upon fairly soon are the other things, including the enumeration that people were talking about as I had to leave the room for a moment. A lot of those issues have to be addressed, not only because of the Ottawa-Carleton commitment but also because, under Bill 75, we have given an undertaking.

When we dealt with that legislation some eight or 10 months ago, members of this committee, particularly Dr. Allen, were at some pains, quite understandably, to point out the first-order requirement of having as good and efficient a system of enumeration as we can possibly manage. Those kinds of things have to be proceeded with quickly, and we are working with the ministries of Revenue and Municipal Affairs and the Treasury to get that up and ready. There is a lot of work to be done.

I will keep you posted, but I expect to have legislation before you later this year. From our point of view, we would like that to be as soon as possible, obviously, because there will be a debate about what it is we propose.

Mr. Allen: I and my party would certainly like to see you tabling that for us no later than the middle of the summer session, given the possibility of an election interruption that could postpone some things around here. I would hate us to be in a position early in 1988 of still not having a bill for a board that was supposed to be in place and beginning to do its work later in that year.

Hon. Mr. Conway: I worry when colleagues as distinguished as Dr. Allen publicly speak to a communion they have with the spirit world that gives them knowledge of dates and events that are not known to the rest of us. I can only agree that we have an obligation to move forward

expeditiously to meet the objectives. I agree with the member; we ought to have that ready as quickly as we can.

I do not want to repeat some of the difficulties we had with Bill 75. As you will all recall, we were rushing madly last summer to meet a deadline. Largely due to the co-operation of this committee, we were able to do that. I am very much in favour of getting the package in front of you as quickly as we can. From our point of view within the ministry, we have work of our own to do before we return to you, but your advice is very good, and I appreciate it.

Mr. Allen: It is only because the spirit world is so indefinite in its prognostications that I have difficulty and am anxious.

The Acting Chairman (Mr. Grande): I thought it was not the spirit world but just an educated guess.

Mr. Davis: Along with my colleague Mr. Allen, I assume—and the indication from the minister is that—there is 18 months of hard work. We are prepared to put our shoulder to the wheel and work along with you, but we will not see an election now for 18 months.

Hon. Mr. Conway: Listen, I cannot speak—

Mr. Davis: There is no need to.

Hon. Mr. Conway: I think that is good advice. I just hope that in the mood of my friend the member for Scarborough Centre (Mr. Davis), he tells that to his colleagues who are resigning at the rate of one a week. At that rate, we will not have a quorum.

Mr. Davis: We just wanted to give you a fighting chance.

The Acting Chairman: It is getting interesting now.

Hon. Mr. Conway: I am being provocative and I should not.

Mr. Allen: He is trying to extend his stay in the Legislature.

Since the minister brought up the subject of Bill 75 in the first instance, I would like to have the associate deputy minister in charge of French education in the ministry give us a bit of an overview of the implementation of Bill 75 to date: how many boards have had the elections for French-language sections; how well that has gone; if there have been any emerging problems and how they have been dealt with.

Perhaps she could also lead us into some of the other matters pertaining to the progress around the Toronto council and how the new one-man commission has got under way with respect to

regional boards across the province. Perhaps that would be the most efficient way, for you to give us that omnibus report and then we can come back with any questions.

Mrs. Carrier-Fraser: Sure. First, since the bill came into force on October 1, 1986, there were 45 elections held between October 14 and October 30 within the separate school and public school boards across the province to elect French-language education council members and five elections to elect English-language education councils to boards.

That is 45 elections for French-language education councils within Roman Catholic separate school boards and public boards and five elections to have English-language education councils elected for Roman Catholic separate school boards and the boards of education. Altogether, however, 56 French-language education councils and 11 English-language education councils have been established across the province so, altogether, you have 67 boards which were affected by Bill 75.

If you look at French-language advisory committees, there are still 13 in existence, and they are all in the central Ontario region. Basically, where boards are purchasing education and not operating programs, you have French-language advisory committees. They held new elections, of course, because qualifications changed.

There were some difficulties in some areas of the province, but when you look at the number of boards affected by the legislation, three situations were referred to the Languages of Instruction Commission of Ontario for recommendation and a possible solution. One was in the Cochrane-Iroquois Falls area because the election process was not followed according to the legislation. The election was declared nil and a new election had to be held, which was done.

At the Lake Superior Board of Education, the same problem arose. They held a new election and they are still awaiting the appointment of two members. We have asked the board to provide us with additional names so that the minister can appoint members to the French-language education council of the Lake Superior board.

At the Lakehead District Roman Catholic Separate School Board, one of the trustees who was elected to the French-language education council was not qualified, and that was referred to the Languages of Instruction Commission. It asked the trustees who were there, because they were the majority—there were two on the board—to appoint another member. In the mean-

time, that trustee was qualified and they appointed the member who ran in the first place. He had the necessary qualifications by the time the new election was held.

1710

Hon. Mr. Conway: If I can just intrude here for a moment, I think it is fair to say that in many of those elections the turnout was quite significant. There was a lot of interest. They seem to have run quite well. It is not that they were completely free of difficulty, but generally speaking, there was a very great degree of interest in those elections. I think the school communities did an excellent job by working with the ratepayers in producing, on short notice, very good results. The turnouts in some cases were very significant. When you think of the difficulty we have at get turnouts for school board elections; I am not saying in all cases, but there were a number of cases where the turnouts were quite significant.

Mrs. Carrier-Fraser: If you look at Hamilton, for instance, normally for a French-language advisory committee election every three years there are maybe 100 people. This year, for trustees, they had over 300. This type of pattern was fairly constant across the province. The school boards really made it a point also to inform their constituents and ensure there was good publicity so the French-language population was aware of the new type of governance.

You also asked about—I am never sure what the name is for that—le Conseil des écoles françaises de la Communauté urbaine de Toronto. I am looking for the proper name for it—the Metropolitan Toronto French-Language School Council.

When the legislation was passed, we indicated to the community and the boards in the Metro area that a task group would be established to facilitate the implementation of this new legislation in Metro. Dr. Shapiro wrote to the directors of education of the various boards in January asking them to send representatives from the French-language advisory committees, the administration of the board and the trustees. We asked for representatives from the Toronto Board of Education and the North York Board of Education, because they were operating schools. We asked for representatives from the French-language advisory committees of the Scarborough Board of Education, because they were purchasing education. The Metropolitan Toronto Board of Education has also been asked to have trustees and administrators be part of the task group.

The task group is holding its first meeting on Thursday of this week. They will be establishing their mandate, time line and so on, to facilitate the establishment of such a board for the election of 1988. The process is well on the way.

Your other question was on the study of French-language school boards. We are studying various recommendations within the ministry right now. We have looked at various options. A final decision has not been reached as far as the approach that will be taken for the study itself is concerned.

Mr. Allen: Have you named the person who will be doing the study? Not yet?

Mrs. Carrier-Fraser: No. It might not be approached as a one-person type of study, either. It could be a research approach.

The Acting Chairman (Mr. Reycraft): Dr. Allen, Mr. Villeneuve has a supplementary to your last question. Do you mind if he asks it?

Mr. Allen: No, it is quite all right.

Mr. Villeneuve: It is not quite supplementary, but I would like to find out from the minister what his specific thinking is regarding a French-language school board for the Prescott-Russell area. There have been a lot of pros and cons. I would like to have an idea of which direction you are going in at this time.

Hon. Mr. Conway: I thank the honourable member for his question and his attendance at our committee today. I have indicated publicly, and perhaps privately in discussions with the member, that this issue is in many ways very special, given the circumstances of the population in Prescott-Russell. When we dealt with the matter of Prescott-Russell—where, for example, extension had not been approved as of this date—the member will know there have been many discussions about the impact of Bill 30 and Bill 75 on Prescott-Russell.

In recognition that there are some special circumstances in Prescott-Russell, I indicated some months ago and acted some days ago in establishing a small work group. It is chaired by Marc Godbout from your area, Mr. Villeneuve. They are going to be looking at—perhaps Mrs. Carrier-Fraser could read their mandate—but I have asked a group of three: Marc Godbout, the superintendent with the Stormont, Dundas and Glengarry County Board of Education, who is also serving now as the chairman of the French-language education council for the province; the superintendent of the Nipissing separate board, M. Brisbois; and someone from the

Niagara South Board of Education. I do not have the names.

Mrs. Carrier-Fraser: I have them. Frank Addario has been appointed from the Niagara South Board of Education. He is a former superintendent and teacher with that board and is now a trustee on the Niagara south board. We also have Simon Brisbois, who is the superintendent of the Nipissing District Roman Catholic Separate School Board.

Hon. Mr. Conway: That group of three has been asked to look at the situation in Prescott-Russell and to make recommendations to me by later this year. There are some special situations there that are going to have to be very carefully analysed. The member knows what they are. The mandate is essentially to look at the impact of those two initiatives—separate school extension and minority-language governance legislation—in that one board and to make recommendations to me later this spring as to what would be an appropriate public policy to deal with those circumstances.

Mr. Villeneuve: As a short supplementary to that, the riding I represent is one that is basically 50-50 or 60-40. I hope there would be no consideration of amalgamating Stormont, Dundas and Glengarry with Prescott-Russell in a French-language group. There is a lot of concern in Stormont, Dundas and Glengarry right now that this may be considered. Could you provide some guidance as to what your thinking is right now on that one?

Hon. Mr. Conway: I have certainly not given that any thought. All I can tell you—I do not think it is any secret; I have probably mentioned this to you—is that I remember one day very shortly after taking office having someone explain to me what the impacts of Bill 30 and the then Bill 28 would be on Prescott-Russell. Suffice it to say that the net effect of both on Prescott-Russell would have been very idiosyncratic and very unstable. Maybe “unstable” is not the right word, but it was a very complicated result.

Obviously, we want to ensure that whatever we do in Prescott-Russell is sensible. That is going to take some very careful study, and these three—having Mr. Godbout as the chairman of this group, he will bring a very keen sensitivity to that part of southeastern Ontario from which you both hail.

Mr. Villeneuve: Thank you. The concern we have in Stormont, Dundas and Glengarry is that the francophone population in Prescott-Russell is so much greater than ours, and should we be

tacked on there I do not think it would be a fair situation. I guess we will await the results of your committee.

Hon. Mr. Conway: I have asked that those three people report to me later this spring or early summer. I will be very anxious to see how they approach their reasonably difficult task, to be perfectly honest about it.

The Acting Chairman: I will go to Dr. Allen for a couple of minutes and then back to you, Mr. Davis.

Mr. Davis: Mr. Allen has a couple of questions on Bill 75, and then I have agreed he can finish, because I want to move to Bill 82.

Mr. Allen: I was muttering with my colleague Mr. Grande, who has since departed. Did I miss a description of what has happened in Prescott-Russell? No. Would you please enlighten us, then, on how Bill 75 has fallen out in Prescott-Russell and what is taking place with regard to that?

1720

Mrs. Carrier-Fraser: It has been applied. There was some reticence at the beginning, but it is now in full operation in Prescott-Russell. Elections were held for English-language education councils with the separate school boards. We now have three trustees within the separate school boards representing the English-language community, rightly so. We also have three additional trustees who were elected to the public board to represent the interests of the English-language community. They are working with Mr. Godbout and his committee to ensure that when Mr. Godbout makes recommendations to the minister, he deals also with the interests of the English-language community.

Mr. Allen: The precise frame of reference of Mr. Godbout's exercise is to do what?

Hon. Mr. Conway: If you want, I can read from the release:

“The membership of a study group examining the effects of Bill 30 and Bill 75 on school boards in Prescott-Russell was announced today by,” yours truly. It simply indicates the three members, Mr. Godbout, Simon Brisbois, superintendent of the Nipissing District Roman Catholic Separate School Board and Frank Addario, a trustee from the Niagara South Board of Education. “The group will look at various alternatives and will make recommendations to the Minister of Education regarding the short-term and long-term measures that could be implemented to ensure stable and representative school board

structures for the population of Prescott-Russell."

Mr. Davis: When did you release that?

Hon. Mr. Conway: It is a public release.

Mr. Davis: This week?

Hon. Mr. Conway: No, last week.

Mr. Allen: Is it too much to read into the release that this could be the beginning of a study that would lead us to the second regional French board in Ontario?

Hon. Mr. Conway: That is a good question. As you know, in this committee some months ago, in response to a common front that you and Reverend Davis mounted—

Mr. Allen: I thought you were part of that.

Mr. Davis: No, he was not.

Mr. Villeneuve: He was with the spirits that day.

Hon. Mr. Conway: —I committed the ministry to a study of all that would be involved with regional French-language boards elsewhere in the province. I said at the time—and I mentioned this the other day, because I was expecting one of you gentleman to take me up on what had happened—that I would proceed on that when the Roy committee report was in. That came in a little bit later than expected and we will be moving very shortly to fulfil that commitment. I think we had a two-year timetable in which to do that.

Mr. Allen: Yes.

Mr. Davis: How very generous of you.

Mr. Allen: Do I read into Carrier-Fraser's report that there has been no significant challenge to the status of the French-language education councils or the English-language education councils as far as their functioning as full trustees is concerned, given the different bases of their selection?

Mrs. Carrier-Fraser: No, there has not. There are questions about whose responsibility it is to do what, exclusive jurisdiction and things of that nature. There has not really been any criticism or comment about the authority of the trustees and the way they were elected.

Mr. Allen: Since it is a related issue, does the minister have any information as to when the appeal of the Marchand case and the right to equal levels of education and financial support for French boards and French education will be heard?

Hon. Mr. Conway: Unless Mariette wants to comment on that, may I take that as notice and

get back to you tomorrow? We are waiting to hear from the Simcoe County Board of Education. That is where it stands at present. I will check with our legislation branch and get back to you on that tomorrow.

Mr. Allen: Was there a ruling that went out from your ministry as to the legitimacy of the claim of the French-language education council that it in fact had the right to withdraw the appeal that the board made in the Marchand case?

Hon. Mr. Conway: As I recall, the legal advice was being sought locally by the board.

Mr. Chairman: The deputy would like to try to help out.

Dr. Shapiro: The local board has been seeking its advice. When they approached us, we said we would await the receipt of that advice from the local board's own attorneys before we proceeded any further.

Mr. Allen: The Attorney General (Mr. Scott) in that case is proceeding independently of all that?

Dr. Shapiro: No; we are just waiting for the local board, the Simcoe County Board of Education, in this case.

Mr. Allen: It is being held, then.

Dr. Shapiro: That is right.

Mr. Allen: It is in suspension, in other words, for the time being.

Okay. Thank you very much, Mr. Chairman. I think Mr. Davis would like to move on to something else.

Mr. Davis: I think we should thank our people from the ministry for coming and being with us this afternoon. I would like now to move to Bill 82 for a while.

Mr. Chairman: Thank you both very much. The minister has some staff people here.

Hon. Mr. Conway: Yes, Peter Wiseman, the acting director of the special education branch. I am glad to see Mrs. Marland back. She raised this concern the other day.

Mr. Davis: While Mr. Wiseman is getting to his seat, maybe you could try to answer a couple of general questions for me. First of all, have you any idea what it costs to send a student to one of the provincially run schools, like Trillium?

Hon. Mr. Conway: I think, Mr. Wiseman, we probably have an estimate of what that would be.

Mr. Wiseman: Yes, we can get that.

Mr. Davis: You do not have it with you?

Mr. Wiseman: I do not have it with me.

Mr. Davis: Would I be close in saying about \$20,000 a year?

Mr. Wiseman: It varies, from whether it is a demonstration school or placement in a school for the deaf or a school for the blind.

Mr. Davis: We will get those numbers?

Mr. Wiseman: We can get that information for you.

Mr. Davis: Can the minister explain to me why your ministry is embarking upon a move where students are being requested to move from private schools to provincially run schools and are being placed into the normal classrooms?

Hon. Mr. Conway: I think you are making a reference there to what we used to describe as vocational rehabilitation services. That policy had been articulated by the predecessor government.

When we took office in the summer of 1985, one of the first issues with which I was confronted was what to do about those remaining on the VRS account—there were some 325 students, approximately. Because of my concern that those individuals, certainly those students, their parents and guardians, be given an additional consideration, we struck a review committee chaired by Dr. Madeleine Hardy, the recently retired director of the London Board of Education, and a group of six others to assess anyone from that category. We have the numbers, and Peter can probably supply them, as to what the placements were.

But it was left to that group of individuals, all of whom have very considerable experience and/or expertise in the field, to make an independent assessment that was binding on us and on the Ministry of Community and Social Services as to the most appropriate placement. A considerable number of those recommendations were for maintenance in the private school setting, but a number of recommendations suggested that they transfer to a demonstration school or, in some cases, that the Halton board or the Toronto board had a program that was appropriate.

Mr. Davis: What is the most important criterion?

Mr. Chairman: Our guests are being referred to. We might introduce our guests to committee members. They are Keith Whittaker and Peter Wiseman from the ministry. Welcome.

Mr. Davis: Perhaps you could tell me what is the most important criterion you use or your

committee uses or your officials use in determining where a child should be placed.

Hon. Mr. Conway: Of course, Bill 82 set out a framework wherein it was required that all school boards were to have, after a certain period of time, with the help of provincial funding, appropriate placements for exceptional students as defined under the regulations in the Education Act, because they are defined by the act. That is the basis on which the whole process works.

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I recognize that certainly during the early years there were in some cases significant issues related to transition; perhaps Mr. Wiseman wants to comment in that connection. I know it is unfair, Reverend Davis, to bring you in in a context where you were not yet a member of the assembly. From my point of view, I remember the discussions well and I know the chairman remembers these days even better than I, the circumstances surrounding the full implementation of Bill 85.

Where would we be in 1985 at the end of the five-year implementation phase? The first thing I encountered was the group of students who had been funded under the Vocational Rehabilitation Services Act. As I say, there were several hundreds of those individuals in that category. I felt that those students deserved a second or final look or framework for appeal. The Hardy group was struck within six weeks of my taking office to look at those cases. If you want the data, I can supply particular detail. Mr. Wiseman might speak to that but perhaps he might want to comment in general on the issues related.

Mr. Davis: Maybe he will comment generally. One of the concerns I have as Education critic is that a number of parents have phoned expressing deep concern about their children who currently or prior to September 1, 1985, or this September, found their education at a private school. One of the schools that is constantly mentioned is the Robert Land Academy and there is one in Buffalo—its name has slipped me—Gow, I think it is called.

For the parents and the children it has been a very pleasant experience. The individual children have blossomed with respect to their abilities far better than they had done in the educational system of Ontario, be it separate or public, when they were provided with special services.

It is my understanding that the cost to place one of these students in a provincially run school such as Trillium was around \$20,000, although I am prepared to admit it has been flexible. The

cost for a particular individual I have in mind who was at the Robert Land Academy is \$12,000. The youngster went there with great difficulty and began to have a very pleasant experience. The parents now have been told that the young boy, Jamie Alderson, has been assessed by the North York Board of Education. Even though the consultants to the parents say that he needs a 24-hour residential setting, the North York school board says: "We cannot provide that. We can provide a day program." At the parents' own cost at the present moment, Jamie is still at the Land Academy where academically and for his own wellbeing he is happy and is achieving something.

Why would we dislocate that kind of child and pull him out of that kind of setting? I do not care what Bill 82 says. Bette and I had a long discussion on Bill 82. Why would we move a child out of an environment where he finds that kind of warmth and acceptance and say, "Now we are going to place you here because this school board may or may not be able to deliver in totality the kind of program you want"?

Mr. Wiseman: That case was referred to the review committee the minister has referred to. In fact, it was one of the first cases Dr. Hardy and the members of her committee reviewed. In response to your initial question, it is my understanding and belief that the members of the committee looked at the unique, individual needs of the child in each one. They reviewed nearly 100 cases out of the 300 or so the minister referred to. In each case, they looked at the individual needs of the student, the educational background and all the information provided by the child's private school or that the parent made available to the committee, and as well any information the school board made available to the committee.

From that, and knowing that the legislation was such that as of June 1985 there would be no further funding of private school placements under the vocational rehabilitation regulations of the Ministry of Community and Social Services, the committee looked at the most appropriate placement to meet the needs of each child: whether it was for one additional year, the 1985-86 year as the minister has outlined, in the private school; whether a placement could be effected in a residential demonstration school operated by the ministry; or whether in the view of the committee, the school board could offer an appropriate placement for the child. I understand that in this case the committee, in its best judgement, recommended to the ministers place-

ment either in the North York Board of Education or in the Trillium School operated by the ministry. That was the recommendation presented to the ministry.

Mr. Davis: I ask the minister to reopen this case and to personally have an investigative process with young Jamie. My problem is that you have a youngster who is meeting his parents' expectations and who for whatever reason finds himself much happier in a privately run residential school. It costs the province \$12,600. My understanding is that this youngster would have cost the province \$20,000 if he had been placed in the Trillium School. I am having trouble justifying the dislocation of a child and the expense of \$8,000.

I have another problem. I am assuming that the Ministry of Community and Social Services funded this child. He was not funded by the Ministry of Education. We do not have a correlation, but a co-operation basis where the Minister of Education should be responsible for the delivery of educational services no matter where they are. If that other ministry was funding this individual, it would seem the most appropriate thing to do is to send that funding over to the Ministry of Education so the ministry can continue the care of that child.

All partisan crap off the table, I am having a lot of problems dealing with these kinds of kids, when we are saying, "We want to provide the kids with the best educational experience we can, but by the way we are going to pull them out of an area where they are enjoying themselves and they are achieving something and we are going to put them into our system because we think it is better."

Hon. Mr. Conway: There are a couple of things, Reverend Davis. One should be careful when comparing the cost at a provincial demonstration school with a private school, for example. In reality, our provincial demonstration schools build in a lot of other things. For example, we do teacher in-service at demonstration schools that is very considerable and of significant benefit to the province as a whole. One ought to be careful when doing financial comparisons.

Mr. Davis: Twenty thousand dollars?

Hon. Mr. Conway: I just draw that to your attention.

When I make this second point to you, Reverend Davis, I know I am making it to someone who is very experienced in this field and has served many years on boards of education. There are difficult situations. I do not

minimize that. When I looked at the vocational rehabilitation services group in the summer of 1985, it was quite clear to me that in some cases there had been some very long, protracted debates involving parents and predecessor ministers of Education and Community and Social Services, at least one or two of whom chatted me up about this subject some time in the late spring and early summer of 1985.

When I established the review committee, I said that it would be fair, firm and final. I meant that. That may sound a little harsh, but it seems to me it has to be that way. I know from personal experience. Like you, I have constituents who—my friend to my immediate right has acted as an advocate in at least one of those cases; very successfully I might add, much more so than the local member.

1740

It is a debate that will always be attached to individuals' differing senses of what is appropriate. I dare say that all who are local members and parents can probably take up that debate quite apart from the whole question of exceptional students. What you view to be an appropriate placement may not be the view of the chairman of the Scarborough Board of Education, the teacher or the superintendent. I just want to be realistic in acknowledging that, in some areas, these are very difficult, delicate questions that involve professional, and sometimes political judgements, such as the one I exercised in the summer of 1985.

In my view, these people do require another look and they are going to get that look, not from Conway the politician but from Dr. Hardy and her group of educators and other professionals. They will make a far more informed judgement as to what an appropriate placement is and I will accept that judgement. That is the way in which we proceeded with those individuals. I do not suggest it is a perfect process because obviously there are a number of individuals who are not satisfied.

Mr. Davis: My colleague has a question.

Mr. Chairman: Can we go to Mrs. Marland for a little while? She was the one who encouraged us to get on with this. Then we will go to Mr. Allen if there is time.

Mrs. Marland: When we deal with the subject of special education, it is my personal opinion, based on my years as a trustee on the Peel Board of Education, that perhaps we are dealing with the most important area of education. Human beings with a certain amount of

natural ability are going to survive, regardless of whether they have great educational opportunities or none, whereas we have this very special group of people whom Bill 82 was intended to address. In the case of these very special students, we are dealing with survival; we are not dealing with the luxury of whether they become professional people or leaders in corporate boardrooms. We are dealing with their everyday survival and their being able to cope within a reasonably normal community.

Now we are dealing with a fairly new concept, mainstreaming. It is only new perhaps in its title. In 1975, we were integrating Mississauga Association for the Mentally Retarded children at Ellengale Elementary School in Peel. Because of the tremendous cost associated with mainstreaming—and I recognize the need for it; I do not want to suggest that my questioning the cost is questioning the program, I support the program of mainstreaming where it will work. Obviously, not every child can benefit from mainstreaming, but for those who can, it provides a tremendous additional cost for that board. What is the ministry planning to do to help the boards around the province give the benefit of mainstreaming to those students who will benefit from it?

Hon. Mr. Conway: Perhaps the deputy minister or Peter Wiseman would like to comment. Before they do, I should simply indicate that we have said there was going to be sufficient flexibility left to boards to decide how they wanted to organize their various programs, recognizing the various issues you quite properly pointed out. It is not realistic to assume that a ministry or a minister sitting at the corner of Bay and Wellesley in the heart of downtown Toronto is going to have a better idea than a superintendent, trustee or teacher in Thunder Bay as to what a more appropriate program would be. I have always said it is important to allow boards, as we do, a fair degree of flexibility in organizing their special education programs with due regard to community expectations, attitudes and the like.

Mrs. Marland: The other part of what I wanted to say was that I recognize that when the special needs student is in a special needs class, a special grant is attached to that. I understand that when that child is then moved into the mainstream format, the special grant no longer applies.

Hon. Mr. Conway: Generally speaking, our special education funding operates on a per capita basis. You will have to help me, but it is about \$190 per elementary student and about

\$145 per secondary student in that board's jurisdiction. The determinant is a per capita grant, which is higher for elementary than secondary but which is based on the total enrolment in the board. That is the basis for the funding. Peter may want to comment on that.

Mr. Wiseman: In 1981, there was quite a significant change made in the method of funding special education. We moved from a series of factors based on exceptionalities and the number of teachers involved in teaching special education into the per capita funding the minister has mentioned.

A board is in a position now where the amount of money available is much more visible, and we think much more understandable than it was prior to the proclamation of Bill 82. A board can take the amount of money attributable to special education and apply it to the service delivery model it has set up for a particular board's jurisdiction. If a child moves from a self-contained, special education placement into a regular classroom, perhaps with resource withdrawal assistance or even full-time in a regular classroom, the amount of money attributable to special education can be employed by a school board at that point to build in the adequate support system of consultant teachers and assistants to the regular classroom teacher. It depends on the service delivery model of the board, as the minister suggests.

Mrs. Marland: Okay. That was not my understanding, as you gathered from my question. I thought once the student went out of the special class into the regular class the grant no longer followed that student. I am encouraged to hear that.

Hon. Mr. Conway: For example, some think the funding is a per capita funding based only on the number of exceptional students. That, too, is wrong. It is a per capita allocation on the total student population.

Mr. Wiseman: May I make one further comment? There is still one exception in the funding package to what we have just said, and that is with regard to the trainable retarded pupil. Because of the additional highly specialized resource services required by those pupils, once identified, we still have a factor for a trainable retarded pupil, to provide a little bit more in the form of resources for those pupils. Those pupils qualify for the additional grants as well. That is the only area within the special education grant structure where we have a separate factor based on an exceptionality.

Mrs. Marland: Is a trainable mentally retarded—I did not think we used that term any more, but since we understand what it means, I will use it—now a student who is described as hard-to-serve?

Mr. Wiseman: Not necessarily.

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Mrs. Marland: To extend the question, does your answer apply in terms of hard-to-serve students?

Mr. Wiseman: First of all, to our knowledge, we have not had an identified hard-to-serve pupil in the province under section 34 of the act since Bill 82 was proclaimed. If there was, that hard-to-serve pupil would still be an exceptional pupil and would still receive the same grant allotment as any other pupil, even though he might very well be a very severely or profoundly mentally handicapped pupil.

Mrs. Marland: I understand there is some problem with the wording and I presume it is in the regulation for hard-to-serve students. The wording is such that the severely retarded student who requires very special environment and care may only have that kind of opportunity in a private school setting. There is some discussion about whether the wording in your regulation has to be changed in order that it is not exploited by people who see it as an opportunity for claiming the needs of that student outside of what the regulation provides. Is that so?

Mr. Wiseman: In the past six years, we have not been in a position to carry through all the subclauses under section 34. It is our view that if a hard-to-serve pupil is ever identified under section 34, that pupil would probably require care and treatment in a facility across the province, as opposed to a private school education.

The premise on which section 34 is worded is that it is a pupil who is unable to profit from instruction by reason of mental or one or more additional handicaps. In our view, it is very difficult in this day and age to say that any child cannot profit from some form of instruction. From that premise, we believe that such a pupil, if identified, would be one who is very severely or profoundly handicapped, to the extent that the child, in addition to education, would require care and treatment.

Mrs. Marland: May I carry on? I have two very brief questions.

In dealing with this kind of student, apparently we have what is known as a personalized-equipment budget from which purchases of

special equipment can be made by a board in order for those students to have an educational opportunity. I understand that includes things like electric typewriters and phonic ears. I also understand that it does not include computers with adapted keyboards. It is wonderful that we have such a provision but I wonder why, when we recognize that a student would only be eligible for personalized equipment if he absolutely needed it, we would exclude these computers.

I recognize the dollar value is a question. Nevertheless, it seems that today we seem able to afford a lot of other educational programs in this province, some of which are not dealing with the survival of human beings. If that child can learn by having an adapted keyboard computer, even though we are talking about a greater dollar value, then I ask the minister why we would exclude adapted keyboard computers.

As part of your answer, could I ask on behalf of those students who need that kind of equipment that you might go as far as assuring that they will be as eligible for that as for other special personalized-equipment needs?

Hon. Mr. Conway: Mr. Wiseman, do you want to comment first?

Mr. Wiseman: The access equipment, the adaptation keyboard and so on, is permissible now under personalized equipment. Up until a year ago, the actual computer was not. Boards could purchase the computers under other grants available, through the microcomputer grants offered to school boards. However, last year, approval was given for a pilot project for those students who had no speech whatsoever, no verbal communication. We could approve up to a maximum of 25 computers where the need was shown that they would be of tremendous benefit to the child to enable that child to remain within a school program.

At this point, the pilot program has not reached 25 computers right across the province. However, we are very hopeful that will be extended for one more year. If there is a situation where a child has no verbal communication and the computer would be of tremendous benefit to him, we are quite amenable to that request going from the school board to our regional office for consideration within the pilot program.

Mrs. Marland: To provide the computer and the keyboard?

Mr. Wiseman: Yes.

Mrs. Marland: When you said it did not reach the 25, are you saying there was not a request for 25 last year?

Mr. Wiseman: There were not—

Mrs. Marland: —25 that were eligible?

Mr. Wiseman: That is right. We hope to have that extended one more year so we can make recommendations to the senior officials and the minister on the feasibility of including them within the personalized-equipment budget. At this point, we do not have sufficient data right across the province to show that.

Mrs. Marland: Are you limiting it to the lack of speech ability? I can see these adapted keyboards being terribly important to children without arms or legs. They may be able to speak, but not walk. Why would there be the limitation to just the speech part?

Mr. Wiseman: We have linked with the assistive devices program of the Ministry of Health, and also the treatment centres right across the province, in making the recommendations to us as to the use of the computers that we have available through the pilot project. In other cases, the physically handicapped and others, the assistive devices to access the computer are available now through the personalized-equipment budget. However, the main thing at this point is that the school boards make that request to the regional office.

Mr. Chairman: I have a bit of a time problem.

Mrs. Marland: I know. I have one fast question.

Mr. Chairman: As quick as the last one?

Mrs. Marland: Yes; no, faster than the last one. Pardon me.

Apparently some changes are proposed for regulation 262 whereby the school boards are going to be asked to provide the textbooks for continuing adult education—night classes and eligible daytime classes as well, I guess. Because of the very nature of that student, a number of things happen, as opposed to a student who is regularly in the school system day in and day out. The control of those textbooks is much simpler and it is easier to retrieve them.

First, is the regulation change coming whereby the boards are going to have to provide those textbooks? Is the ministry going to help with the funding in provision of those textbooks in the initial capital outlay and also the ongoing replacement of books which are not retrieved from those students?

Mr. Chairman: Is this a special education question?

Mrs. Marland: Yes, it is, because it is adult ed and continuing ed.

Mr. Chairman: Okay. It is not in my definition.

Hon. Mr. Conway: You know, Mr. Chairman, she has only been here 20 months, but she is very good.

Mr. Chairman: She is already stretching it just as well as the rest of us. That is right.

Hon. Mr. Conway: The new members are much faster than the old types around here.

Mr. Chairman: Some of us are getting doddery.

Hon. Mr. Conway: That is a very good question. I have two quick answers. I will have to check the draft proposals on regulation 262 to see that is there as you describe. The general textbook policy is being reviewed at the present time.

I hope to be in a position shortly to indicate a conclusion to that long process that was begun some time ago by one of my predecessors. I think it was the one three times removed. I will check the specific matter you have raised against the draft proposal. My deputy says he can give an actual answer.

Mr. Chairman: No, he cannot, because I am going to cut him off. Sorry about that.

We have a bit of a problem. Two of the other people would like questions on special education. Mr. Allen has indicated that to me. We already have booked tomorrow with religious education, heritage language and Mr. Kennedy.

Mr. Davis: We would like to spend up to the first half hour on special education.

Mr. Chairman: Is it possible for you two to be back with us tomorrow?

Mr. Davis: Then we will move into the other two sections.

Mr. Chairman: Is that the point you were going to make, Mr. Allen?

Mr. Allen: It is probably acceptable. I think Mr. Grande would like to ask the minister a

couple of questions on heritage language right at the beginning of the session.

Mr. Chairman: Why do we not work that out tomorrow? If you could come at the beginning of the time, we will have you on very quickly one way or the other. The minister has some things he would like to say.

Mr. Davis: He is going to tell us that he is going to fund all the textbooks for all the students.

Mr. Chairman: No, he is going to give you information.

Hon. Mr. Conway: Maybe we could do this at the beginning of tomorrow. I have been collecting all the information in response to questions. It is late now, but maybe we can take a little bit of time early tomorrow. I will go through what I have. Some of the questions have been answered. There is material I want to share and I would like to get some advice.

Mr. Davis: That does not count as estimates time though, does it?

Hon. Mr. Conway: I do not care if it does not. I have not forgotten the questions and I want to get to the answers.

Mr. Davis: He is so long-winded, Mr. Chairman.

Mr. Chairman: True, but from now on, everything counts in the time, including my nap time. Tomorrow we will start off with the minister's report on answers to questions, we will move to Mr. Grande and heritage language, then we will move back to special education.

Mr. Davis: Then we will go to Mr. Kennedy.

Mr. Chairman: I was asking some questions of the minister in terms of statistics on identification and placement review committees and that kind of thing. We would be interested in seeing that tomorrow in relation to special education.

Mr. Davis: You now know why the Legislature is windy.

The committee adjourned at 6:02 p.m.

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No. S-54

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

Second Session, 33rd Parliament
Tuesday, February 3, 1987



Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, February 3, 1987

The committee met at 3:18 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: I call the meeting to order. I see a quorum. I have very specialized vision.

We decided we were going to start off the Ministry of Education estimates for today on vote 3001 with a few minutes taken by the minister to provide information to the committee. Then we will turn it over to Mr. Grande for a few minutes to deal with the question of heritage languages. Then we will move back to our special education considerations. I am glad to see, Mr. Whittaker and Mr. Wiseman back again. Then we will move on to the question of religious education. I think we are also going to talk to Mr. Kennedy about finances and things like that. First, I will ask the minister if he can tell us what he has for us.

On vote 3001, ministry administration program:

Hon. Mr. Conway: It is a pleasure to be back doing business with you. I am going to be very brief. A number of questions were raised from the opening day of estimates, and I want to table answers today to 14 of the 18 or 19 questions raised. One of the questions concerning special education was answered yesterday by Peter Wiseman.

The questions I want to address today are the status of the race relations policy—in effect, that was dealt with yesterday; an analysis of the capital spending over the last two years; the Ontario assessment instrument pool test development; the statement on sexist language; how many boards operate day care centres; the adult day program enrolments, data such as we have, and we are supplying what we could lay our hands upon on short notice; computer-aided instruction software; the chronology of the strategic planning task group; the interprovincial comparisons of the gross provincial product devoted to education; the memo on streaming from October 23, 1985; adult literacy, talking about numbers and related things; native education; the status of north of 50 study; and the native as second language program. That was one batch.

The second batch had to do with questions that were specifically raised, I think, by Mr. Davis: the deputy minister's and assistant deputy ministers' salaries, and the composition of the minister's staff and senior management. I should just note in this case that some of the information that was requested is confidential according to government policy. I thought Mr. Davis was interested to know the background of Mark Larratt-Smith, the new assistant deputy minister at the Ministry of Education, so there is his curriculum vitae.

There was a question of the qualifications for the assistant deputy minister of the learning services division and the ADM, administration division. I thought there was nothing better than simply to table the advertisement that has appeared. If our friend from Scarborough wishes to apply, he can do so.

Mr. Chairman: I will get a copy as soon as possible.

Hon. Mr. Conway: Communications, entertainment and travel and lists of contracts in the minister's office. Then there were some questions concerning increases in the estimates, and issues were raised about the Centre franco-ontarien de ressources pédagogiques.

Then capital expenditure forecast data, and then some issues arising out of the January 29 discussions, largely concerning matters related to Bill 30: the number of transferred teachers with full-time schedules, the number of conscientious objectors and the best and latest information we have regarding the uptake of the early retirement opportunity and that whole option.

There are some questions that are still awaiting a response because of information availability, so I will bring those along, or I will certainly get written answers and supply them, should we not be able to produce them by Thursday. We should have some additional material by Thursday as well.

Mr. Chairman: Thank you. While we are dealing with Mr. Grande's concerns on heritage languages, we will get these run off. Can I borrow your lists, just to make sure we get them all tabled in the right order? It says what you cannot provide. We will bring it right back to you. It would be handy for us in terms of getting

them in order so that we do not get them confused.

Hon. Mr. Conway: You are welcome to.

Mr. Chairman: It is just to make sure we have them all. Thank you very much.

Mr. Grande: I want to thank the members of the committee for allowing me some time at this point to ask the minister some questions around the heritage languages bill, Bill 80. The minister and I go back quite a number of years.

Hon. Mr. Conway: We do indeed, Mr. Grande.

Mr. Grande: In 1975 we were discussing these matters. I would like to remind the minister that, as an opposition member, he was always very supportive of the heritage languages program and supportive of the heritage languages program being part of the five-hour school day. As a matter of fact—I did remind him privately, but I will remind him publicly now—back in 1978, he joined a private members' discussion and had very nice words in support of this very same bill, Bill 80, which we passed unanimously in the Legislature on December 18 of last year.

However, even though your past on this bill has been fine and very supportive, in a *Globe and Mail* report by a reporter by the name of Robert Mattas on Friday, November 1, 1985—you were not being quoted—Robert Mattas wrote, "Mr. Conway also indicated that he is not prepared to allow heritage language instruction in Toronto schools during the regular five-hour school day." Of course, I remember, and you will remember as well, that the next day in the Legislature you came over to me and said, "I never said that."

Hon. Mr. Conway: As a matter of fact, I think we received a correction from the *Globe and Mail* on that particular story, because it was not as reported in the article to which you make specific reference. If you want me to check the file, I will be happy to do so.

Mr. Grande: I take your word.

Hon. Mr. Conway: I am occasionally misquoted or misrepresented.

Mr. Grande: As a matter of fact, I took your word from the very same day when you came across the House and told me so. I had no reason to doubt it. However, since December 18, when Bill 80 passed second reading unanimously in the Legislature, I have been hearing opinions that are very disconcerting to me in terms of the Ministry of Education, by yourself and other members of the Liberal Party, in support and not in support of Bill 80.

I just want you to put on the record as an individual, if you like, first as a member of the Legislature and then as Minister of Education and a member of the cabinet, what your position is regarding Bill 80, and specifically regarding heritage languages being taught during the five hours of the school day.

Hon. Mr. Conway: I thank you for the opportunity. The member for Oakwood has raised this issue with me privately and publicly on a number of occasions in the last year and a half. I should say at the outset I have only one position from which I can speak as Minister of Education, and the honourable member, more than most people, knows what that position is.

I have indicated to the honourable member that the government is very committed to the whole heritage languages program. We feel that what has been done has been very important and very positive. More can be done. We were very interested to follow the debate in the Legislature that took place just before Christmas, as my friend from Oakwood made clear in his comments and question.

The situation from within the ministry is, as I have indicated to you before, that we are completing a fairly extensive internal review of the whole heritage languages program as we now have it. I expect the review, which will be completed in the very near future, will produce a number of recommendations.

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I am planning to be in a position to review those recommendations in the spring, I expect no later than March or April of this year. I expect to review those recommendations in the light of the debate that recently took place in the Legislature and to develop some additional initiatives that we will be pleased to share with you at the earliest opportunity. I would hope we could have them before the province and available to the education community as early as the beginning of the 1987-88 school year.

Mr. Grande: I would like to understand clearly, because some members of your party have been talking to the press—to the Italian media, to be more specific. It seems one says one thing and the other says another. I just want to know what the thinking is.

Are we talking about the study you initiated to review the heritage languages program, which will tell you how many children, teachers, languages, school boards, etc., are involved across the province? Or are we reviewing the heritage languages program with a view to changing policy and policy direction? In other

words, instead of after school, on Saturday or as an extension of the school day, will it be done during the five hours of the school day? Clearly, you will not get that from a study. It is a policy direction.

Hon. Mr. Conway: I have indicated that I want to look at the basic policy, the foundation on which the current heritage languages program has been developed, so it is very much the latter of the two suggestions you have made.

It was quite clear from listening to the debate on December 18, and it has been equally clear from listening to the debate from within the education community since that time, that while there is a very great interest in advancing the whole area of heritage languages within public schools, there is equally a real concern that this be done in a way that is acceptable and meets all the requirements we have to meet in this connection.

The debate on December 18 made clear that while there was a high level of interest and a very strong degree of support, there are, none the less, important issues that have to be addressed, such as the certification of teachers, the preparation of curriculum and appropriate learning materials and a variety of other issues. The honourable member knows that very well.

He brings an expertise from personal experience to matters of education which makes me believe that he, more than any of us, wants those issues very carefully considered as we move forward. I am sure the honourable member would recognize that not to do so would be regrettable. It may not be his first concern, but as Minister of Education, it is my first concern.

Mr. Grande: Let me assure you that those are my concerns as well. You made reference to the fact that, as a teacher for almost 10 years in the school system, I appreciate the organization that is required in teaching. Therefore, when you talk about the concern of certification of teachers and other kinds of questions that need to be asked and answered, I agree, but that does not mean we shy away from a principle. What we say is, "We are in agreement with the principle, and therefore, we will be moving to solve these particular problems," as opposed to: "Look at the problems. As a result of these problems, which we may or may not be willing to solve, the principle is unworkable." One clearly has to have a policy position from which to begin and that is what I am seeking at this point. I understand that questions have to be asked and solutions have to be found on how to implement it.

Hon. Mr. Conway: I repeat that we are very near to completing a review of the fundamentals of our heritage language program and I expect recommendations to be presented to me within a month or six weeks to give me a basis for some additional initiatives in this area. I will be very happy to keep the member posted on those developments.

As I have told him through the fall and winter of this year, I want that process to be concluded before I make any final determinations. As one member—I do not want to speak for the member for Scarborough Centre (Mr. Davis) for example—listening to the debate on Bill 80, as I recall the debate, there were others who certainly made their views clear. While they would support it in principle, there was a real desire to make sure that whatever we did advanced the cause of heritage languages. That is, I think, an objective we all want to see.

Mr. Grande: Because the social development committee's agenda is pretty full during the legislative break we will have in two to three weeks, would you be supportive of the committee looking at Bill 80 and making sure that the teachers, trustees and other people who are concerned and very supportive come before us and give us their input? After all, that is how we get to these questions of implementation.

Hon. Mr. Conway: I am very anxious to accommodate this committee in every way I can. I have said on a number of occasions that I will do everything within my power to facilitate and accommodate this committee, but I repeat, I cannot tell this committee how to order its business. I do not think it would be appropriate for me even to imagine that I could or should.

I am in the situation of finding myself, with government legislation, having to wait on the runway sometimes much longer than I would like to, because of the pressure of the House agenda. This is not something that brings great joy to my soul either. With our very capable chairman and with the kind of stellar representation he has on his steering committee, I am very confident that the committee—

Mr. Chairman: Almost anything is possible.

Mr. Grande: I understand the minister to have said, "I am very supportive of that process taking place if the committee will make a determination it is going to take place." In other words, the minister is supportive of that process. That is what I am trying to get at. You are supportive of Bill 80 coming before the social development committee, but you do not want to

interfere with the committee members in deciding when.

Hon. Mr. Conway: I am not going to tell the committee how to order its business; I said that the other day.

Mr. Cordiano: It is not his place to do that.

Mr. Reycraft: Whether he wants to or not.

Hon. Mr. Conway: I want to make it clear again that as a government and as a ministry, we are committed to improving the delivery of heritage language programs in Ontario. I do not want there to be any confusion about that. I have to repeat that we have a process under way within the ministry that is very nearly completed, the results of which I will be very happy to share with you and with which I think you will want to be involved—as a committee, you almost certainly will be—as we move forward to take such additional steps as we can agree upon.

Mr. Cordiano: I have a supplementary.

Mr. Chairman: I said we have only a few minutes for this, so this may finish it off.

Mr. Cordiano: Are we to understand that once the interministry review you are conducting at present has been completed, you will make that study available to this committee for review?

1540

Hon. Mr. Conway: I have asked my officials to undertake a thorough examination of the whole heritage language program: its strengths, its weaknesses, what the experience of recent years has been and how we can improve the delivery of the whole heritage language program in the province. On the basis of that review, I expect to develop new initiatives on the part of the government. It is those initiatives that—

Mr. Davis: A Liberal policy on heritage language.

Hon. Mr. Conway: The government intends to take additional measures in this area. Those measures will certainly be shared with this committee.

Mr. Grande: During the discussions of Bill 80 in this committee.

Hon. Mr. Conway: I add that I hope to have those additional measures in place for the 1987-88 school year. I cannot absolutely—

Mr. Grande: Thank you very much, Mr. Chairman.

Mr. Chairman: You are welcome, Mr. Grande. I thank the committee for making the adjustment for Mr. Grande's request.

We have three items on the agenda other than what this day was supposed to be for, which was to deal with all other issues, so I need your guidance in terms of the time. I am going to allocate approximately half an hour for each of the matters we have talked about; that is, finishing up special education, then religious education and then going on to some of the financing questions. If you want it extended, please tell me. If not, we will then move on to some of the other matters you have not had a chance to raise yet. Is that all right?

I am going to ask Mr. Whittaker and Mr. Wiseman to come back and join us again and talk about special education. As I recall, when we left off yesterday Mrs. Marland had completed her comments and Mr. Allen was just beginning his.

Mr. Allen: My first question is to the minister to try to elicit from him when he contemplates our being able to tackle the amendments and the responses in some consolidated document, which we will review. Then we will presumably issue an amended version of Bill 82.

Hon. Mr. Conway: I am going to ask Mr. Wiseman to give me the precise timetable we have in mind on that.

Mr. Wiseman: The consultation period was completed in August. We had more than 350 submissions from right across the province on the proposals for amendments. We now are in the process of analysing all the responses and preparing a report to the senior officials and the minister. As you recall, when the minister released the consultation document in February 1986, there was a suggestion in that announcement that some further consultation might be necessary during the whole analysis process. That is going on at the present time. We anticipate that the response to the amendments will be ready within the next few weeks and we await direction from the minister as to when the actual amendments can go forward.

Hon. Mr. Conway: I might add that it is a bit like these estimates. We were planning these estimates for how many weeks, at least from our point of view? I am trying to get as much of my agenda cleaned off as possible. These estimates are about a month or six weeks later than we were initially told they might be.

Mr. Allen: Some of us have been waiting for these estimates for two years.

Hon. Mr. Conway: That is right.

Mr. Chairman: Some of us were wanting a longer delay.

Hon. Mr. Conway: I am a little reluctant to tie it down to a specific date.

Mr. Allen: I understand that point, but I do hope you will get at it fairly soon. Within the last week or two, I have had report of a major encounter over the review process in a case in Toronto that, by all reports, turned into an absolutely incredible and horrifying battle between two lawyers. It virtually left the floor strewn with just about everybody in sight, if I can put it graphically. Is the minister concerned about finding ways in the legislation to reduce the adversarial aspect of the whole amending process that has become so characteristic of the appeal process and the route through the tribunals and afterwards?

Hon. Mr. Conway: The short answer to that is yes.

Mr. Allen: Is the minister contemplating such devices as possibly establishing mediators in regional offices who can, at an early stage when conflict appears to be developing, work with the parties to try to avoid misunderstanding and to overcome some of the tension and conflict that appears to be arising and get to the root of all that?

Hon. Mr. Conway: I would rather not get into the specific details at this moment. I hope these are the kinds of questions we will want to address when we are back here in the not-too-distant future. I am very anxious to take every measure we can to resolve difficulties amicably and early. The evidence suggests that to the extent we can do that, we will improve the whole process significantly. Mr. Wiseman, do you want to comment?

Mr. Wiseman: The proposals were designed to do that. There were two principles in mind. Basically, the concerns we hear are those of the time lines and the procedures involved in it. For example, one of the proposals was to eliminate one of the stages in the appeal process, that being the referral, if the parent is dissatisfied after an appeal at the school board level, which is attempted to be very informal. However, the act now reads that if a parent is dissatisfied with either the identification of the pupil as an exceptional pupil or the placement of the pupil in a special education program, the parent may appeal to the Ontario special education tribunal for leave to appeal to a regional tribunal.

Fortunately, we have not had that many tribunals over the past six years, but they seem to bog down in that two-hearing level that is required under the legislation. From the experi-

ence over six years, we believe we could eliminate the leave hearing to a regional tribunal and go directly to the Ontario special education tribunal at the provincial level. That is one of the proposals in the consultation paper and it has been extremely well received right across the province.

Hon. Mr. Conway: We did not get around to doing it yesterday, but you will recall I promised to bring and distribute the proposed amendments, together with a small executive summary. I think we have enough copies for everyone.

Mr. Chairman: I need to be clear. Are these the same ones that have been out for some time?

Hon. Mr. Conway: Yes.

Mr. Chairman: I presume that if I have a copy, the critics have copies. We will make copies for members of the committee who may not have seen them.

Mr. Allen: I would like to explore how much sympathy is developing, both in the minister's office and among his officials, for the argument I have heard fairly universally among boards, teachers and parents involved in the process with the identification and placement review committees' evaluation of their children and the placement process. The distinction between placement and program is really a highly artificial one. It is very difficult to know the content and meaning of placement unless you know what the broad outlines of program are. Is some sympathy developing for the notion that program and placement should both be appealable?

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Mr. Wiseman: As they were circulated, the proposals do not suggest opening up the appeal procedure beyond the identification and/or the placement of the exceptional pupil. We acknowledge, though, that in dealing with the placement and in the natural communication between the school and the home, there will be discussion in coming up with the recommended placement within the broad spectrum of special education placements in every school system. The discussion of the placement will involve an opportunity for the parent and the teacher to discuss components of the program, but there is no suggestion at this time that it be appealable.

Mr. Allen: What you are saying is that when a parent has the opportunity to appeal the placement, he will have the knowledge at that point of what the program will be in that placement.

Mr. Wiseman: There is nothing in the legislation, as I understand it, that would preclude good communication among the parent,

the principal and the teacher in getting a better understanding of what the program would be in the particular placement. It is just that the attempt has not been made to make it appealable.

Mr. Allen: I would think that if it were possible to make it obligatory to reveal the major components of the program at the point where placement were appealable, it would not be necessary to have the program appealable *per se*. Having dealt with a number of cases and having discussed it with a number of boards and parties involved, my own sense is that, at every point, the more information that is available to all parties concerned, particularly to the parents whose anxiety levels about these children are very high, as you know, the better the whole process will be served.

Could you comment in some measure on the question of language used to describe learning disabilities and learning deficiencies? Clearly, there is a significant and substantial debate among various groups and organizations that relates to specific groups of children with special and different learning disabilities as to the appropriateness of language that is used to describe the children.

In particular, the Ontario Association for the Mentally Retarded and the parents of those children are very upset, to say the least, about the use of what appears to be a language in the community that is often demeaning. At the same time, I understand that other parents are concerned that if there is no language to describe their child's specific learning disability, they are not sure how one gets a handle on the problem and maintains some control of the situation. As officials of the ministry involved in the process of amendment and analysing the returns, what is your sense of where that discussion is coming out and how it can be resolved most helpfully?

Mr. Wiseman: That particular issue is probably the most complex one we face in the responses to the consultation paper. Section 8 of the Education Act, as amended through Bill 82, the Education Amendment Act, made it very clear that the minister has an obligation to define areas of exceptionality, to prescribe classes and to ensure that there are appeal processes for parents.

One of the proposals that was put out last February suggested perhaps that could be deleted or revoked from the Education Act—that would leave it much more flexible for boards to apply categorization—or it might be moved to the regulations. The minister would still produce guideline definitions of areas of exceptionalities.

However, from the consultation response we have had, that issue of categorization is probably the most complex one we face.

Many groups would like the retention of those. They feel it ensures adequate service and the specialized service those children require. There are others, particularly where the label "mental retardation" is used, who would like that removed completely from the act. One of the proposals is to do that, to revoke all the sections of the Education Act that pertain to schools and classes for the trainable retarded.

Those proposals have been generally well received in all the responses we have seen. If that change was made in the act, it would mean all children identified previously as being trainable retarded would be subject to the full spectrum of placements within any education system and not as it is now, where—the act is very specific—once identified as being a trainable retarded pupil, a child must be placed in either a school or a class for the trainable retarded.

If the government was to revoke those sections, it would mean that the trainable retarded pupil would have the same rights and privileges in placement right through the spectrum of placements. That has been generally well received right across the province. There is quite a movement towards revoking the term "educable retarded" as well, and we fully support that. However, as long as the definition of the trainable retarded exists as it does at present in the act, it refers to a pupil who is not educable.

If those amendments were carried forward, they would go a long way to providing much more flexibility and options for the placement of those pupils within the full range of school placements. It would not, though, lead necessarily to total integration of those pupils, but would provide more options.

Mr. Chairman: I have given you about 20 minutes; in other words, we are talking about half an hour here. Mr. Davis divided the hour, and I think he left about 10 minutes at the end. Do you have one last question you would like to place?

Mr. Allen: It is a roll of the dice to decide which one.

Mr. Chairman: Choose among your questions.

Mr. Allen: I want to pursue the question of integration because at some point I would like somebody in the ministry to tell me exactly what that means. In the course of my discussions with all the groups involved, I find that nobody really wants more segregation, and everybody wants more integration, basically, but they want it on

terms that are most appropriate for their children.

For the proponents of integration, the first assumption is that the board should assume the child can be fully integrated and only then ask questions as to what steps back may be necessary to give that child the most appropriate place where he can become, in time, fully integrated. Often in situations where there is movement back and forth between regular and separate instruction—I find some difficulty with the use of the phrase “in the field.” It seems to have a rhetorical significance on the one hand and a slightly different, practical, pragmatic significance on the other hand, in just about all the groups I have talked with.

The minister has disappeared, unfortunately.

Mr. Chairman: He will be back in a second.

Mr. Allen: I can proceed with the question none the less.

I am concerned about the one upshot and implication of the vocational rehabilitation services review process, which, I think, in the last analysis, ended up being rather arbitrary, although it was fairly well handled overall. Even with the most devout intent to integrate, one has to recognize that there are children who may be called exceptionally exceptional. Perhaps I can address this in the first instance to the deputy minister.

1600

Children who have multiple learning disabilities on the one hand and are extremely bright on the other hand are ones I think we do not have any place for in Ontario at the moment. There are no boards that I am aware of that have facilities to deal with children who might have a five per cent auditory capacity, dyslexic characteristics and certain emotional problems and, at the same time, are about at the 99th percentile in intelligence.

Although one or two children I have had presented to me who are in this category have had their cases referred to Trillium, it is quite clear that Trillium is not itself a school for those children. Their capacity to take a vast number of the courses is severely restricted to one or two in the course of a year so that their program overall would become inordinately extended.

I find it difficult to understand the ministry's rejection of very reputable alternatives, such as the Gow school in the United States. It has a proven track record and sends a good many young people who go there, to university. Depending whether the taxpayer or the parent is paying, it costs about two thirds the cost that the Trillium school entails, even if one could do the

same program over the same period of time. My sense of the Trillium option is that it presents the prospect of a much more extended period of education for the children in question to accomplish the same academic result.

What is the ministry's hangup over declaring that there may well be some children out there who come into the hard-to-serve category which we cannot serve or program for and that it would be more economical for us to program through, in this case, the Gow school?

Dr. Shapiro: I do not think I have any particular hangup in that regard. The arguments over relative costs are not really the crucial arguments. The kinds of costing figures I have seen, at least, also appear to be somewhat arbitrary and the margin of costs are quite different than they are on the average. One has to be careful about those kinds of considerations.

It is true to say our view is that we do not really ask the question, “Is there a school anywhere which will serve any particular child better than a school in Ontario?” because an answer to that question, for both exceptional children and children who are not exceptional, will in any one instance be yes, and therefore why does the ministry not send them off?

The question we try to answer is, “Can this child be helpfully and productively served inside the system we provide?” If he can, then you think that is the appropriate placement for him. That is not to say, in any one instance, that someone might not believe a placement elsewhere would be an improvement. That is a matter of judgement after all, not a matter of fact. Certainly, if a case was presented to me that suggested a child was hard to serve in Ontario and, therefore, we should find a placement elsewhere, I would have no objection to it in principle.

Mr. Allen: I will be coming to see you. I do know of a case. The East York board would not describe a program so that this child's needs could be met and yet, on the other hand, for two or three years in succession would not supply any letter that said they could not. The parents are caught in a total dilemma. Anyway, I will be coming to see you soon.

Mr. Davis: It is refreshing to hear the deputy minister indicate that he will reassess some of the cases that parents believe are hard to serve in Ontario, and I can assure him that I too will bring him some cases.

It seems to me that the question, if you want to remove it from a financial question, is whether the child can be helped and productively served in our public system in Ontario. I served as a

trustee for 12 years, and the idea that the Ontario school system can meet the needs of every child is ludicrous.

It seems to me that there are children in Ontario who need to be served, and their education delivered to them, in certain schools where the child finds the home environment and some kind of acceptance, and the parents believe the child is progressing. When their child is placed back into the normal educational system, they feel that the child is not.

I have a question on special education. The Ministry of Education statistics indicate that during 1984-85—I am sorry I do not have up-to-date figures—there were approximately 1,000 children receiving home instruction in Ontario. Under home study these children receive, I believe, a maximum of five hours of instruction per week from a qualified teacher. I would imagine that students who attend regular classes receive about six hours a day, or 24 to 30 hours a week.

Mr. Whittaker: It is five hours a day.

Mr. Davis: They get roughly 25 hours a week. Does the minister support the placement of children in home study programs for nonmedical reasons?

Hon. Mr. Conway: I am sitting here trying to understand the first part of the question.

Mr. Davis: The first part leads to the other two.

Hon. Mr. Conway: Perhaps Mr. Wiseman would care to comment on the first part of the question.

Mr. Davis: It is just background for your information.

Hon. Mr. Conway: Listen, I appreciate all the background you and other colleagues can provide. Knowing of your wily ways, however, I can be excused for being careful as I ponder my response.

Mr. Chairman: Therefore, we will hear from Mr. Wiseman.

Mr. Wiseman: I would like a little bit more background on that too, because we draw a distinction between home instruction and special education and do not view home instruction as a specific placement for an exceptional pupil. I am having difficulty tying them together.

Mr. Davis: Let me give you an example. I will use a pseudonym. Johnny is 11 years old. He is in a special behaviour class in a board of education. In June 1986, Johnny received a one-week informal suspension for kicking another child

who had started a fight while left in the classroom unsupervised by the teacher. John's parents were given a choice by the principal of home instruction, the duration of which was unspecified, or a one-week suspension off the record.

In March 1985, the Toronto Board of Education had 55 students in home study because of behavioural, not medical, problems. In keeping with the spirit of Bill 82 and the legal requirements of regulation 262(12)(6), I guess the question I am going to ask is, what steps will the minister be taking to ensure that school boards do not shirk their responsibility to provide these types of students with an appropriate form of schooling education? Those particular children are placed in centres such as the Earls court centre, and there are other centres I can name.

Mr. Chairman: Is that enough background?

Dr. Shapiro: What you seem to be assuming, and correct me if I am wrong, is that the alternative of home instruction is inappropriate in principle, whereas it might be the best thing for that particular occasion. I do not want to talk about cases that I do not know anything about. I guess the question you are asking is, assuming that it is appropriate from time to time, what steps might the ministry take to make sure it is not used inappropriately, just as any educational placement might be incorrect?

Mr. Davis: That is correct.

Dr. Shapiro: There is nothing special about home instruction in that regard. In general, I think we rely in cases of this sort on the local educational officials. That is, we do not supervise each decision that the local school board people make relative to the placement of young people in their charge.

Mr. Davis: One of the concerns we are raising is the fact that the children are placed there by school boards because of behavioural problems and not because they have learning disabilities.

Dr. Shapiro: I understand.

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Mr. Davis: I will forward to you a list of a number of individuals who have been brought to me from other boards. I just happened to see the Toronto case I cited. There is also the York Board of Education and a couple of other boards, and I will ask you to investigate because I think they are inappropriate placements.

Dr. Shapiro: We would be glad to follow up those cases. The only point I want to make is that the choice of home instruction for a nonspecial educational reason may nevertheless be an appropriate strategy for that child for that school

at that time. However, the cases may be worth following up, and I would be glad to do so.

Mr. Davis: I can certainly accept the reality that a child who is acting out on a specific day is sent home for a day to cool out and come back. However, I have grave concern when any school board sends a child home to avoid having to deal with a behavioural problem.

Hon. Mr. Conway: What we all want to say at this point is that we want to know the full dossier. I would want to know more about this case than I have heard. I do not fault the member for bringing it forward, but I would like to know. I think your concern is really whether this kind of option or policy pursued at the local level is counterproductive, inappropriate, or whatever, and to what extent it is relied upon. Those are reasonable questions, it seems to me. I would want to see a profile of those cases, their numbers and their eventual outcomes.

Mr. Davis: I shall provide them for you, Minister.

Mr. Chairman: I do not know if you have full statistics, but I was wondering if that is not something that would be interesting to gather.

Mr. Davis: I will give you what I have.

Hon. Mr. Conway: Again, I do not know if anybody from the department who is here might wish to comment further about a specific follow-up in those cases. My initial instinct as a layperson in this kind of a debate is I want to know more about what the board did, why and what kind of supervision and follow-up there was.

Mr. Chairman: The committee cannot exactly get itself involved in individual cases, especially when coming to the end of estimates, but it might be interesting, if you were doing a review of some of the information given to you by Mr. Davis, if we might be given information I can circulate to the members on the statistical information involved in home instruction.

Hon. Mr. Conway: I will provide that.

Mr. Allen: I just wanted to second Mr. Davis's concern. I sent a letter to the minister about this a month and a half or two months ago. I do not think I have had a reply. My concern was that a spot check we did across the province indicated that the Toronto Board of Education seems to be following very different criteria, given the numbers of students that are in home instruction for nonmedical reasons. I have forgotten the numbers offhand—I did not bring that with me today—but they do run somewhere in

the order of 35 to 40 students, and an overwhelming number of them are not medical.

The concern is that if you are going to make an investigation of that, you would evaluate not only the appropriateness academically or pedagogically of the placement, but also the circumstances in which the children themselves are expected to function in terms of home instruction. It was our sense that a significant number of those young people were in home instruction in family circumstances where there was not adequate ongoing supervision in the home for them. I do not only mean simply in the academic aspect of the program, but also simply to have somebody home. We were rather alarmed about some of the possibilities there.

Hon. Mr. Conway: My commitment, just to be clear, is to try to provide a full response to Reverend Davis's question. I will do so either by Thursday or, if that cannot be done, by letter through you, Mr. Chairman, to him.

Mr. Davis: That is fine.

Mr. Chairman: I will make copies available to the other members.

Mr. Davis: I like that. My colleague from Bradford would like to ask the minister a question. It does not relate to this, but he has come from one committee to here and can have that one minute I have left.

Mr. Chairman: We have already gone well over the half hour, so I do not think we should worry about a minute here or there. It is not on special education?

Mr. Davis: No.

Mr. Chairman: May I ask one follow-up thing? We will clear up that and let our guests go. Then you can put your question to the minister.

What statistics-gathering has been done around the identification and placement review committees? If somebody can give me a brief indication of that, we will move on to other business.

Hon. Mr. Conway: We came prepared.

Mr. Wiseman: At present, and since implementation of Bill 82 began, we have not gathered precise statistics about the number of IPRC meetings, since the IPRC responsibility is at the school board level. They have numbered in the thousands, as you can well imagine, right across the province. However, once Bill 82 was implemented and the phase-in period was completed, regulation 274 was revised and amended rather than revoked. Regulation 274 guided the whole school board's special education planning process. It required every board to prepare a

multi-year phase-in plan. It required every board to review its plan annually and to submit a report to the minister.

After September 1985, the regulation was revised to require school boards to review their plan annually and maintain it in compliance with the legislation. It also required a board to report to the minister every two years, beginning in May 1987, on its provision of special education programs and services.

In the report the minister will receive this year we have asked for specific information on the number of IPRC meetings conducted right across each board's jurisdiction for one year. I believe it runs from September 1985 to August 1986. That is fully detailed in the procedures the minister has given to each school board to guide the preparation of that report. We expect to have the information you were asking for by September of this year. Copies of this are available today from Mr. Overholt, if you would like them.

Mr. Chairman: Are you going to provide them to all committee members?

Hon. Mr. Conway: We will provide them to everyone. Also, as soon as that date is available, knowing of the committee's interest, I will see that it is supplied.

Mr. Chairman: I appreciate it; thank you. I did not mean to take committee time. It was just something I requested the day before.

I would like to thank both Mr. Whittaker and Mr. Wiseman for assisting us. I appreciate your help.

Mr. Rowe: Mr. Chairman, I thank you, the minister and my colleague for allowing me to ask the minister a question or two.

I would like to take you to the great thriving town of Bradford, Ontario, which is, as you well know—

Hon. Mr. Conway: A very fine place.

Mr. Rowe: —the heartland of the vegetable industry in this great province of Ontario. Residents and parents have some concerns that they have expressed to me over the last 20 months since I was elected to office. The main concern they have told me about is the situation of the public school as it presently exists in Bradford. No doubt you will know, from correspondence we have had back and forth, that it has been an ongoing problem. I was interested in knowing where the ministry might go on this problem and when it might act.

For the past two or three years, the Simcoe County Board of Education has continually listed Bradford Public School as either first or second

in priority of its recommendations. I remind the minister that these are recommendations of elected officials, and from all the discussions I have had with the residents and constituents of the area, they seem to be going unheeded by the ministry. It seems they are in a somewhat exasperating situation, where the board recommends that Bradford have a new public school; the ministry says: "Not this year. Possibly some other year."

This has gone on now for a few years, and I am very interested to know when we might anticipate the situation being corrected, as we now are at the point where an addition of two or three more portables is going to put them out on the highway, and I am sure the minister would not want to see that.

1620

Hon. Mr. Conway: First of all, I appreciate the member's ongoing interest in and concern for the students and parents in Bradford. It is a situation with which I have had a fair degree of involvement. As he knows, officials from the ministry have met with the Simcoe county board on a number of occasions to discuss the matter, to explain the process. As I recall, an analysis was undertaken of the current space situation in the Bradford area.

There is a process, and I think the honourable member knows how this works. The boards are called upon to make a priority listing of their capital requirements over a five-year period. That capital forecast is submitted to the regional office, where an assessment is made as well of the priorities across the region. Then that list comes in to my officials at the Mowat Block. We then look at the overall situation and apply the resources available in any given year.

To be perfectly honest—and I want to say this because it is a concern not just in Simcoe but in just about every school district in the province; it is certainly true of the minister's district, if nowhere else—there are never enough resources to meet all of the requests. It is true, as the member for Scarborough Centre (Mr. Davis) nods approvingly, that over the last number of years, very serious concerns have been expressed by the community as to what we were not spending on capital construction, renovation, renewal, upkeep, etc. That is why I have been pleased over the last while to see the total amount allocated to capital programs in education substantially improved. We will be making decisions, I want the member to know, in the next little while about what particular projects are

going to be approved. Those decisions will be made on schedule for about April 1, so I expect—

Mr. Chairman: It was good timing the new member being here, is what I hear.

Mr. G. I. Miller: Apparently you will not be paying any attention to the leader of the official opposition that we should cut back our expenditures?

Hon. Mr. Conway: I do not want to be provocative, I say to my friend from Jarvis, but I can tell—

Mr. Davis: It would be all right if you would spend the money you have stored up.

Mr. Chairman: Now look what you have done, Mr. Miller.

Mr. Davis: You have got to be careful.

Mr. Chairman: You have aroused them all.

Hon. Mr. Conway: I want to say just two things: The Treasurer (Mr. Nixon) has been sympathetic. Just these last few days, I have been able to allocate an additional \$20 million to the capital account.

Mr. Davis: What about the billion you have hidden away in the Treasury?

Hon. Mr. Conway: I sometimes think the member for Scarborough Centre is hallucinating on the outer ring of Saturn about this billion-dollar fund.

Mr. Davis: Do you deny it is there?

Mr. Chairman: Do you socialize with the member? Perhaps you know him better than I do.

Hon. Mr. Conway: There is this sort of fantasy about the fiscal capacity of the Ontario government.

Mr. Davis: Do you deny it is there?

Hon. Mr. Conway: I am trying to answer my friend from Barrie's question.

Mr. Chairman: We will get back to you, Mr. Rowe, any day now.

Mr. Rowe: Thank you, Mr. Chairman.

Hon. Mr. Conway: I have been happy to allocate an additional \$20 million just in the last few days, again to try to relieve some of the pressure that has built up. I will not be provocative and talk about when it was that a lot of this pressure built up.

Mr. Davis: Oh do, minister, do.

Hon. Mr. Conway: No, I will not, because I have too much respect for the equilibrium of the member for Scarborough Centre.

In addition to that, we are going to be making the decisions about the 1987-88 allocation on

schedule by April 1 of this year. As soon as those decisions are made, I will certainly share them with the honourable member, who, to his credit, has been very up front with me over many months in drawing this to my attention.

It is fair to say that one of the difficulties the honourable member has faced is that an allocation was approved for the separate school board in the Bradford area and not for the public board. The reverse of that has happened in other areas. In the past, the decision was made on the basis of the enrolments, the enrolment projections and the available space. Based on those criteria, it was deemed that the pressure was more serious and more immediate in the separate schools in Bradford than it was in the public schools. I recognize that has caused some difficulty in that particular community. As I say, it has been the reverse in other areas. Some of my colleagues have been quite with the member for Simcoe Centre (Mr. Rowe) in asking that we find more moneys to apply to relieve those pressures. We are trying to do the best we can.

Mr. Rowe: I only ask that when you make the decisions between now and April, I hope they will not be announced on April 1, because somehow that date rings a parliamentary bell in terms of April Fool's Day. I would not want the minister to announce something and then call it an April Fool's trick. I am sure he will—

Hon. Mr. Conway: It is the cycle that has long been in place. I think last year we were a day or two late; it was April 3 or 4. That is the target we aim for every year in terms of the actual approvals for the year. But there have been supplementary actions taken by this government over the last 20 months. I remember in the fall of 1985, a special allocation was intended to relieve some of the pressure that had built. Just this past week, another \$20 million has been applied to take off some of the pressure that all members are aware of.

Mr. Chairman: I am sure Mr. Rowe would like to add a little more pressure right at the moment for you to take off.

Mr. Rowe: The minister and his ministry should keep in mind the tremendous growth in an area such as the town of Bradford, coming up from Newmarket and all through the area. It has exploded tremendously over the last two to three years. I think it behooves you to keep that in mind when making a decision and looking at the fact that the population of Bradford over the last seven years has more than doubled. They have certainly not kept pace with—

Hon. Mr. Conway: I was in Bradford not too many weeks ago and I can acknowledge two things. It is a wonderful community and it is certainly growing at a very rapid rate.

Mr. Rowe: Thank you.

Hon. Mr. Conway: It is true.

Mr. Chairman: I have some experience over the last number of years in reading between the lines, Mr. Rowe, and I think you made a point or two with the minister.

Mr. Rowe: I hope the minister took some fresh vegetables home with him.

Hon. Mr. Conway: The member has been very vigilant and vigorous and I appreciate most sincerely the case he has made. I recognize the difficult situation he finds himself in. That is why we are trying to dedicate more resources. Generally speaking, the process that is in place works well. The difficulty is that there are never enough dollars to do all of the projects.

Mr. Rowe: Even with a billion-dollar input?

Mr. Davis: Even if he had left the grants at 48.8, he would have had \$350 million dollars to give away today.

Mr. Chairman: Thank you, Mr. Rowe and Mr. Davis, for your asides to each other.

This is an appropriate moment to turn to the question of religious help for ourselves and perhaps for the school system. I understand you have someone here to talk to us about it today. It is Reverend Duncan Green. I was a little shocked when I heard this, for no particular reason.

Hon. Mr. Conway: I want the assistant deputy minister to pay no attention to these comments from the committee.

Mr. Chairman: We knew you had many qualifications, Mr. Green, but a man of the cloth I did not know.

Mr. Green: It would surprise others as well, Mr. Chairman.

1630

Mr. Chairman: Mr. Allen raised the issue. Shall we divide this time equally between the two of you? All right. Let us go with a half an hour. It will still leave us, supposedly, with half an hour at the end of all of this to deal with other matters, so 15 minutes or so each? Mr. Allen, would you like to start?

Mr. Allen: In the course of the discussions around Bill 30, a growing interest in the question of religious education in the public schools came inescapably to the fore in many of our hearings. I know that in the wake of that, the minister has had some further discussions with various people

and groups. A committee in the ministry has been at work for some time, even before the Bill 30 process, I believe, looking at the question. We have had a number of cases that have arisen and caught the press and indeed, in some measure, the courts in the course of the last year.

In the light of all that, I wonder whether Mr. Green could tell us where the review is at in the ministry and what the terms of reference are of that committee, what it is considering and how close it is to some kind of report that we might respond to.

Mr. Green: The committee is preparing to report to the minister. Its terms of reference included three major issues and two subsidiary issues, I suppose, and I have to distinguish between some of these in religious education.

The first relates to opening exercises for schools, which, at present under the regulations, contain a religious component from which both students and teachers can exempt themselves individually.

The second refers to the provision for the two half hours per week of religious instruction in the elementary schools—it is permissive in the secondary schools—and the nature of that program, notwithstanding all the protections accorded the individual contained in the regulations.

The third issue they were asked to examine relates to the provision currently for credits for secondary school diplomas in the separate schools in grades 9 and 10. There is no similar provision in those specific grades in the public schools, although there is a course in world religions in the public schools that can be taken for an equivalent number of credits.

I venture to say that no area is so filled with emotional content as this when one touches it, because although the regulation itself does not contain the word "Judaean-Christian," most of the mail received on the topic of the regulation or anything else contains the word "Judaean-Christian." As you will know, that is a characterization given to the virtues enunciated in the Education Act that a teacher should display.

In dealing with those issues, the committee finds itself in some difficulty too in reporting, because two of the issues are, as the member comments, before the courts. The specific issue of opening exercises was challenged by a group in Sudbury, and the Ontario Court of Appeal upheld the current version of opening exercises and indicated it felt it was appropriate, at least in the context of the Sudbury board and conceivably in the minister's regulation, to include specific reference to the Lord's Prayer.

Perhaps it would be useful to read that phrase, although members may know it. It says, "The schools shall be opened or closed each school day with religious exercises consisting of the reading of the scriptures or other suitable readings and the repeating of the Lord's Prayer or other suitable prayers."

That was challenged. The Ontario court supported the wording of the regulation but the decision now is under appeal.

The second court challenge was undertaken to the Elgin County Board of Education and indicated, again following the regulations, that by resolution of the board, "the clergyman or clergymen of any denomination, or a lay person or lay persons selected by the clergyman or clergymen, may give religious instruction in a school of the board in lieu of teacher or teachers." The Elgin county board has undertaken that and the curriculum has being challenged by the civil liberties association in addition to individuals. That is still before the courts.

Bear in mind that the committee is recommending to the minister amendments that would be made to regulation 262 in the first instance, if those were deemed to be appropriate to be made. Going beyond that, the committee would be examining the provision in the Ontario Schools, Intermediate and Senior Divisions document for religious education credits as currently provided for the separate schools, to consider two points: (1) whether any extension of those should take place; (2) whether any parallel provision should be made in the public schools of the province. Those would require amendment to Ontario Schools, Intermediate and Senior Divisions, which in itself is a form of regulation.

There are other issues the committee has considered, but not very extensively, focusing more on the first two that were mentioned. Related issues consist of the nature of the curriculum to be provided, whether the ministry should indeed inquire into such a curriculum; and second, the question of the qualifications of people teaching, particularly the mandatory hours, and to what extent those qualifications should be improved upon.

The committee faces two or three dilemmas, one of which is the question of the approval of religious curriculum specifically oriented or based in any religion. It has wrestled long and mightily with the role of church and the role of state in our society in that dimension. There is some sense in which approval by the province of a religious content curriculum is almost a contradiction in terms. At this point, it is

prepared to report to the minister on the first one or two with its recommendations in that connection.

As a subsidiary issue, there is growing interest in the provision of booklets of prayers and readings for use in the schools drawn from a variety of religions. I can cite at least three boards that have sent me copies of their documents in this connection: the Toronto Board of Education, the North York Board of Education and the Lanark, Leeds and Grenville board. That is a growing practice.

To anticipate a question, there is a question of whether the ministry should provide such a document for use in schools broadly throughout the province. In that connection, in considering that we have come to recognize the importance of the process of developing such a document on the local scene as distinct from inheriting or accepting somebody else's, the very fact of the development of the document creates an incredible degree of understanding among the different faiths that contribute to its content. That process does more to create a comfortable environment on the local scene than would the simple acceptance of a pro forma document from ourselves. None the less, consideration is being given to the development of a guideline for the production of such a document.

I think that is about as far as I will go at the moment. I will answer any specific questions the members may have.

1640

Mr. Allen: On the latter point, has there been a formal request and demand from any further boards for some assistance in developing multi-faith books or readings?

Mr. Green: Requests that have come to my attention usually start out with, "Are you preparing one of these?" We usually answer by saying: "We are not preparing one of these, but we recommend that you get in touch with this board, this board or this board and examine theirs. More important, examine the process by which they arrived at theirs and adapt that to your own circumstance." I was particularly pleased to see the one from Lanark, Leeds and Grenville because it is often difficult to point a county board in the direction of the city of Toronto and expect it to feel the conditions are similar enough that the circumstances can be duplicated.

Mr. Allen: Does this suggest that you now are in a position at least to be able to forward other documents to other boards, one urban-based and one nonurban-based, that might provoke the

asking of questions and a look at suitable materials that might be adopted?

Mr. Green: We certainly put them in contact with one another. I think the province is even more complex than the simple urban-rural division, as you are aware.

Mr. Allen: Yes, of course. The books themselves—I have seen them—are very complex in their makeup. They include not only religious but also nonreligious readings in those traditions.

Mr. Green: That is correct. We really do emphasize the process in our communications with boards.

Mr. Allen: Is it any part of your committee's task to review the work of other jurisdictions that might have in place complete programs of religious education in public schools for all grades on a multifaith basis, with a view to contemplating the applicability or the adaptability of those in the Ontario setting?

Mr. Green: We did review that very cursorily in the beginning. The committee has been asked recently to inquire in more detail into the recent developments in Quebec, where exactly that kind of activity is going on.

Mr. Allen: If I might make an observation, it has seemed to me for some time that the notion that the public school system is somehow a Protestant alternative in some broad sense to the separate Catholic schools has been a very inappropriate notion. At the same time, I find it very difficult to imagine an education system that pretends to universality and to equipping children with a full perspective on human life and human phenomena that does not embrace a program of religious education. Obviously, the limited excerpts from the act and the regulations that relate to this are, at this time, quite flexible and can take one in a great many directions without a great deal of legislative alteration.

My own sense of the situation is that what is very badly needed is an understanding of what religious education is, and indeed even what religion is. As one moves into this whole area of curriculum consideration and the question of the propriety of religious instruction in public schools, in the first instance it cannot be a program of indoctrination. Presumably, the whole intent of a public education system is not to indoctrinate but to facilitate growth in understanding of self, community and the natural world on as broad, comprehensive and analytical a base as possible.

One would think that in an Ontario that for a generation has had publicly supported depart-

ments of religious education and religious studies in universities which approach religion on that basis, the time would be here when we could incorporate that approach at an appropriate level and in a proper way in the public education system.

In the course of the hearings where I asked the question, numerous directors of education indicated that they had been petitioning the ministry for a dozen years or more for that kind of development. Numerous parents, as well as many teachers, indicated that many of their concerns about Bill 30 and the extension of funding to separate schools related, at least in significant part, to their sense that the education their children were receiving really did not have anything very substantial in the way of religious study for them, and they wanted that for their children. Obviously, they wanted something more than that which their churches, which they often confessed belonging to, provided. They wanted something that was appropriately educational in the proper sense of the word.

I pause here for members of the committee who did not have the opportunity to see this last spring when the minister had a forum with some visitors from Britain who were specialists in developing this field in Britain. I have here copies that they might well be interested in examining. The whole basis of this program that has developed so well in Britain is that it is multigrade level, multifaith and community-based. It involves the kind of process in the programming that Mr. Green outlined was ideal with respect to the development of books of readings, that out of a community process with the religious groups in question and with educational authorities, it has been possible in very diverse religious settings to develop significant programs that have a broad and penetrating character to them.

I hope the minister and ministry will undertake a pilot project in Ontario using that kind of approach to see what can come out of it as a practical measure, rather than leap to the conclusion that Ontario is too volatile or too immature—one would not want to come to that conclusion at this point; I think we are becoming a very mature society—or too fixed to a present structure and pattern of public education that has largely abandoned the substance of religious instruction through the length and breadth of the system to be able to undertake that kind of venture.

Mr. Chairman: Mr. Allen, the clerk is away for a few minutes but when he returns I would be

glad to get that to him to make copies of it for other members. Mr. Davis—Reverend Davis, I should probably say at this point.

Mr. Davis: Mr. Chairman, you do not have to do that.

Hon. Mr. Conway: We all feel the need to do it all the time.

Mr. Davis: Mr. Green, from your discussion, it seems to me there was one committee looking at all of this.

Mr. Green: Within the ministry, that is correct.

Mr. Davis: Can you then comment further for me on the statement of the minister? He states that the question of further credit offerings in religious studies in both Roman Catholic and other secondary schools is under active study by a religious educational advisory committee of the ministry. Is that your committee?

Mr. Green: I assume that is the committee he is talking about.

Mr. Davis: Then he talks about two research studies that are being commissioned with outside agencies under the ministry's contractual research program, which I cannot find in that list I asked about, unless they were not commissioned. Were they commissioned, minister?

Hon. Mr. Conway: The deputy can speak to this. We have on an annual basis contractual research that we do. It is done annually, is it not? I do not know whether we ever make the full list of that public, but it is no secret.

Mr. Davis: I would like to see that if I can.

I would like to ask whoever would like to try to answer whether you have a study. I am trying to understand why we have about seven committees looking at religious education. The first study will be, "an investigation of the nature and level of public demand for religious studies for credit in the public and separate elementary and secondary schools of the province." Have you a report from that study?

1650

Mr. Green: I am not familiar with that.

Mr. Davis: You do not have them operating?

Hon. Mr. Conway: I want to accommodate—

Mr. Davis: These are your remarks, minister, from January 30, 1986, at the standing committee on social development.

Mr. Chairman: That was a year ago.

Mr. Davis: You mean you forget?

Hon. Mr. Conway: Yes. It is a year; a lot of water passes under the bridge.

Mr. Davis: Let us try the second one.

"The second study will focus on an analysis of existing policy and legislation in relationship to current practices in Ontario schools. It will also develop standard definitions for terms related to this area of the 13 goals of education, develop values related to personal, ethical or religious beliefs and to the common welfare of society."

Do you know anything about that one?

Mr. Green: This is ours.

Mr. Davis: That is yours. We found which one is yours.

Minister, what about the think tank you created this past summer with great headlines, "Minister of Education Creates a Think Tank." Is it any one of these studies or is that another one out here?

Hon. Mr. Conway: The reverend gentleman does not want to become too exercised. If he has some things he wants to share—

Mr. Davis: I will bring them in.

Hon. Mr. Conway: I can remember one. I think it was one that appeared in the Toronto Star, but the honourable member, from his long years in public life, will know that sometimes a headline does not tell the whole story.

Mr. Davis: Do you have a think tank?

Hon. Mr. Conway: The think tank that I am sure—

Interjection.

Hon. Mr. Conway: It is the assistant deputy's group, because at the time I remember saying—

Mr. Davis: Do you suggest the headlines were not true?

Hon. Mr. Conway: I am saying that on occasion headlines are sometimes elastic and misleading.

Mr. Davis: I will bring it for you Thursday, minister, and perhaps at that point you can attempt to answer.

Hon. Mr. Conway: The other point I want to make is that I remember saying to someone that I was meeting with the Ecumenical Study Commission. I think my two friends from Hamilton and Scarborough were invited to that. I think that made its way into one of the press reports in a way that appeared more extraordinary than the very good work the ESC has been doing over many years.

Mr. Chairman: I think Mr. Green wanted to add something.

Mr. Green: I think the think tank is number two as well.

Mr. Davis: You think you are the think tank, too?

Mr. Green: Yes, I am afraid so. I wondered, too, at the appellation; but when I chased it down I discovered we found the enemy and they were us.

Mr. Davis: And they was yous, was they?

Mr. Chairman: It is frightening when you come to that sort of self-realization.

Mr. Green: It was a little exalting, we thought, at the time.

Mr. Davis: I would just like to make a couple of comments and ask a question. Mr. Green, you indicated that you were quite pleased to see that there is a movement in society towards a more multicultural type of religious opening exercises and so on. You quoted the Toronto board and the North York board and—

Mr. Green: Leeds-Grenville.

Mr. Davis: You are aware that the North York board removed religious opening education in the school system in approximately 1969 by a board motion. That stayed in effect until they forgot about it in, I think it was, the late 1970s or early 1980s. They moved in that direction roughly 10 or 15 years ago. The Toronto board moved towards the opening exercise representing more faiths because of the multicultural community and I believe you were even a director at that time.

Mr. Green: That is correct.

Mr. Davis: I have no data on the other one. It is interesting that three boards out of approximately 159 move and you say there is a great movement occurring.

Mr. Green: Some never changed; some never lapsed the practice.

Mr. Davis: So in fact what is really happening is that a number of boards still retain the traditional sections of the Education Act.

Mr. Green: Certainly, in so far as opening exercises are concerned, they do.

Mr. Davis: The other question is that you indicated you would try to have a program that would reflect all religious faiths.

Mr. Green: Again, I ask for clarity. Are we talking of opening exercises? Are we talking of religious studies?

Mr. Davis: I am talking religious studies. Would that be applicable to the Roman Catholic separate school board as well?

Mr. Green: My assumption would be that if the ministry were to develop a curriculum, the

curriculum would have to be broad enough to embrace specifics. Indeed, most of our curriculum guidelines are broad guidelines containing cores and options within those, and it would need to be broad enough, I think, to accommodate those concerns.

Mr. Davis: Would the opening exercises, if changed to such a degree that they would incorporate, as Dr. Allen has pointed out, nonreligious statements and prayers from other religious denominations used in the public system also be required to be used in the separate system?

Mr. Green: There is no prohibition against that. Using the existing regulations, the board approves any readings of prayers for use in the schools.

Mr. Davis: Can I then assume boards would still be within the jurisdiction, as you have indicated under the section of the act, to use the traditional opening exercises that they now will not use?

Mr. Green: The Sudbury board has challenged on exactly that point. It adhered to the Lord's Prayer. That is the public board.

Mr. Davis: There is no intention of your committee to change that kind of option that is allowed to a board?

Mr. Green: We have not considered that. The only item we have considered, and this was drawn to our attention by others, is the question of whether the specific references tend to create a bias in favour of one religion over another in the public schools and so forth, notwithstanding the options present in the act. That is in the public system.

Mr. Davis: If that is true, would you then say public boards would be required or it would be favourably looked upon if they used alternative opening exercises which reflected other religious denominations?

Mr. Green: The answer is, they would be favourably looked upon to the degree that they found acceptance in their local community.

Mr. Davis: You want to play games. Okay.

Mr. Green: No, I do not want to play games. I went through this process in the board before.

Mr. Davis: I know. You are saying to me, as I understand it, that a board would still have its local jurisdiction to determine what it would use in its opening exercises, and that is the recommendation your committee will be making.

Mr. Green: As I read it now, that is the recommendation the committee will be coming forward with.

Mr. Davis: If I can ask the minister a question, he indicated that he would be undertaking a review of section 235 of the Education Act's specific reference to the Judaeo-Christian concept as required by the demonstration of teachers in the light of their responsibilities.

Can the minister tell me the number of requests and whom they came from? Who asked for that review?

Hon. Mr. Conway: I cannot give a detailed response to that at the moment, but I can tell the honourable member and the committee that, in responding to a question that was put by a reporter about eight or 10 months ago, I indicated that at some point in the future we would be looking at the Education Act with a view to making sure its provisions and its language are at one with the legislative context in which we find ourselves. We do this from time to time, and it has been done from time to time over the years.

One of the questions that has been raised about section 235, of course, is whether it is consistent with the reality of modern Ontario. It was simply in that context that I indicated that at some point we would be looking at that.

Mr. Davis: Are you reviewing at present section 235 of the Education Act with respect to the Judaeo-Christian concept?

Hon. Mr. Conway: No.

Mr. Davis: You are not doing that now. When you do that, will you allow interested people to make comments on it?

Hon. Mr. Conway: Of course. We would never undertake a review of something so important without that kind of consultation.

Mr. Davis: Would you provide, if there is any, the number of requests you had to review this section and from whom they came?

Hon. Mr. Conway: Repeat the question, please.

Mr. Davis: I asked for the number of requests to review that section of the Education Act, or was that something you decided to do as the minister?

Hon. Mr. Conway: A number of people have raised it. I have not kept any kinds of score-cards.
1700

Mr. Davis: That is fine. I would just like to point out to you that it became part of the legislation in 1897. The words were to inculcate students with "Christian" values. To my understanding, the next time it was reviewed was in 1970, when the term was changed to "Judaeo-Christian." If you review it with the intent of

removing it—and I understood your remarks to suggest the intent of removing it—what will you put in its place?

Hon. Mr. Conway: The point you must understand is that the discussion I had at the time with the reporter in question was simply in relation to a number of these issues: the whole question of the litigation surrounding the opening exercises, the concerns a number of people had identified with regard to the areas we are now dealing with, the opening exercises, the nature of religious education and to what extent the legislation and its regulations accord with the reality of our modern Ontario as we find it in the 1980s.

Mr. Davis: I have difficulty when you indicate in a headline in the paper that the section will be reviewed. Here we are—I believe it came in the debate on Bill 30, a while ago—and you have not moved into that area. I will certainly be interested in knowing when you intend to do it.

Hon. Mr. Conway: Are you suggesting we begin this review tomorrow?

Mr. Davis: No, I did not suggest that.

Hon. Mr. Conway: If you are suggesting that I write the headlines in the Scarborough Mirror or in the Attawapiskat News, I am sorry to disappoint you, but that is not true.

Mr. Chairman: You own the Attawapiskat News.

Mr. Davis: As my final question, will the minister provide for me—and I will accept it in written form or point form—an update on the value educational program. What is happening with it and what school boards are now using it?

Hon. Mr. Conway: Yes, we will provide you with an update on that.

I want to be clear again, just so there is no confusion. The question raised about section 235 was raised very much in the context of the debates taking place around opening exercises and related questions. That had to do with concerns, which some had identified, that the act and its regulations, to the best of our ability, reflect the multicultural reality of contemporary Ontario. Certainly, it was in no way intended to diminish the significance of the Judaeo-Christian tradition in Ontario. I want to make that very clear.

Mr. G. I. Miller: Can I have a supplementary?

Mr. Chairman: Certainly. I also remind them that the process would require an amendment to

the act to change it, which means there would be access by the public for that.

Mr. Davis: Oh, I did not know that.

Mr. Chairman: It stands as part of the act.

Hon. Mr. Conway: It is section 235 of the Education Act.

Mr. Chairman: It would have to be amended and, therefore, the process we undergo here would be—

Mr. Davis: I only raised it because the minister said he was going to review it. I want to know why.

Mr. Chairman: In the fullness of time and all that sort of thing.

Hon. Mr. Conway: Have I made myself clear?

Mr. Davis: No.

Hon. Mr. Conway: I tried.

Mr. G. I. Miller: The indication was that there were two cases before the court, challenging the—

Hon. Mr. Conway: Yes. There is the Sudbury case, which is now under appeal. It concerns the opening exercises. There is also the Elgin county case, which is not yet decided. It is in court. Where are we on that?

Mr. Green: It is a combination of circumstances. As I understand it, the individual and the Canadian Civil Liberties Association are joined in the action. Whereas the individual might be prepared to accept an alternative process provided by the Elgin County Board of Education—and I am not sure of that—it is anticipated that the civil liberties association will pursue the action on the basis of the general principle enunciated in the regulation.

Hon. Mr. Conway: The first case involves the appropriateness of the opening exercises. The second case concerns the religious education question.

Mr. G. I. Miller: When did it come before the courts? Within the last month? What was the timing?

Mr. Green: It was last spring, some time between March and July.

Hon. Mr. Conway: The case has been heard, as I understand it.

Mr. Chairman: Which one are we talking about now?

Hon. Mr. Conway: The Elgin county case. The judgement has not been rendered.

Mr. Green: That is correct.

Mr. Chairman: If there are no further questions, we will move on to the next area. Our thanks to Rabbi Green for his time with us today.

Interjection.

Mr. Chairman: I am going to have to call time. I am sorry, we are running over, unless you want to do so. Would you like more time on this?

Mr. Allen: I would like to sacrifice a few minutes of my time on other questions to ask another. I do not know about Mr. Davis.

Mr. Chairman: Go ahead.

Mr. Allen: In the context of teacher education, has the committee or another committee been reviewing the possibility that religious teacher education institutions might offer a religious education speciality for teachers who wish to become specialists in the teaching of world religions courses; for example, for instruction in the separate school system or to teach with boards that have programs of religious instruction under the elementary provisions?

Mr. Green: The committee has examined that and has examined it also in the context of additional qualifications courses. A world religions program is a rather narrow one to aim that specialization at. Certainly, it has been requested by the Roman Catholic school constituency for that purpose.

Mr. Allen: Might I get some clarification of a remark from Mr. Green? I do not think I heard quite correctly. He was talking about dilemmas, curricula and the problems of special religious-based church state issues. Then he went on to say something was a contradiction in terms, and I was not sure what he said at that point.

Mr. Green: My contradiction in terms is that curriculum guidelines are approved by the ministry. It may be a personal stance, but I find it difficult to think of the state approving a denominational, religious education guideline. That is one of the dilemmas that causes the whole issue to arise. There are people who see such guidelines in an extremely narrow framework and consider only that narrow framework to be a satisfactory one. For example, comparative religion is not on the screen of a lot of groups' considerations. Any guidelines we developed would have to be very broad.

Mr. Allen: My understanding is that they would necessarily have to be broad and that one would not develop, as a ministry, a curriculum that was denominationally based. In the course of a year of study, for example, in a given year, it might include a survey of various denominations and sectarian groups within a specific faith

tradition or, as does the current world religious course, it might sweep across varieties of religions.

Presuming that to be the direction of the committee's thought and of the options the ministry has before it—because the other one is really a nonstarter—does Mr. Green not think that perhaps in that sense the dilemma recedes somewhat?

Mr. Green: In theory: in practice, my jury is out. I would want to wait and see.

Mr. Allen: Would you favour a pilot project that might test that out?

Mr. Green: I suspect that would be an appropriate approach. I am sure there would be no dearth of volunteers to pilot that plan.

Mr. Allen: I think one would want to select the community, or two or three, very carefully.

Mr. Chairman: We will now go on to the matter of finances. We have asked especially for Mr. Kennedy to come before us today.

Hon. Mr. Conway: Mr. Kennedy and Wayne Burtnyk.

Mr. Chairman: I saw Mr. Burtnyk coming in the hallway. I presumed he must be coming for the same purpose. Welcome to both of you.

I will allocate you half an hour, but I will not be surprised if this moves into taking the rest of the day. Mr. Davis, would you like to lead off?

1710

Mr. Davis: Could you explain to me how you have arrived, as the minister has indicated, at a \$10,000 cap for the retraining of a teacher who is transferred across to the separate school board?

Mr. Kennedy: I would like to ask Mr. Burtnyk to respond to that one since he was more involved than I.

Mr. Burtnyk: I cannot really answer that question because I was not involved in it either. I am sorry.

Mr. Davis: Do you have any other expert who would like to be on? I am just being funny with the minister. What would the minister like to say about the \$10,000 cap?

Hon. Mr. Conway: I can tell my friend that we made a commitment that there would be a retraining provision built into the process. We thought about our options and, again, the kinds of experience we were dealing with. It was to a real degree a judgement call.

Frank Clifford, who is here today, was certainly involved in some of those deliberations. It is in many ways a judgement call. We are quite

prepared to make adjustments as we develop experience.

We have been quite pleased with the transfer provisions of the first two years. There have been no great difficulties, and we do not anticipate any in the near future. Beyond that I do not think it would be prudent for me to comment.

Mr. Davis: I really believe that the intent of the former Premier of the province, Bill Davis, and certainly the intent of my party, the Progressive Conservatives, as we carried it through the debates of Bill 30—I do not want to comment for my colleague in the New Democratic Party but I think it was his intent as well—was that a teacher who was transferred across and who found there was no teaching position would be retrained for a teaching position. The cost for that would be borne by the Ministry of Education. There would not be a cost factor attached to the separate school people for the retraining of that teacher. As we went across the province, I believe there was a tremendous area of debate over who was going to pay for that.

If you maintain a \$10,000 cap you have in a sense destroyed the intention, certainly of my party—and I am not going to speak for Mr. Allen—that it was the responsibility of the ministry for retraining.

Hon. Mr. Conway: Let us go back to that discussion. When we looked at it, certainly from my vantage point and as I remember the discussion, this was done in the context of a widespread recognition that we were fortunate in this province to have a very professional teaching population with a very high level of qualification.

I am thinking back to the conversations in the committee, and certainly at the ministry and with the Commission for Planning and Implementing Change in the Governance and Administration of Secondary Education in Ontario. As I recall, I never expected this to be open-ended; I expected that we would provide reasonable financial assistance for retraining.

I remember the discussions we had here about the kinds of individuals who might require the assistance. It was in that context. If the honourable member is suggesting that I intended an open-ended retraining possibility, I did not mean that; I am sorry if he took away that meaning. I also have to say that on the basis of the experience we have applied our best judgement, and I certainly want to be reasonable about that. We will monitor the experience to see what additional measures, if any, are going to be required.

I am not going to say that this ought ever be considered as an open-ended, unlimited allowance or opportunity. I do not think that is either necessary or prudent.

Mr. Davis: You certainly did try to deal with it. I believe that you made a recommendation in the House, after looking at it in depth, that after two years, if a teacher was not retrained from the public over to the separate, he would have been terminated. That was cut off at the pass. All through those discussions you never once mentioned a cap on the retraining program.

Let me provide a hypothetical case. I would like to know how you handle this, because I think you have got some. A teacher is transferred. He does not have a university degree.

Hon. Mr. Conway: Can I suggest that it might be useful to have Mr. Clifford at the table as well?

Mr. Chairman: We always enjoy having you back. The buck stops here, Mr. Clifford.

Mr. Davis: He does not have a university degree. He is one of those teachers who was hired out of industry. There is no position in the particular board he goes to, and the board is now purchasing its technical program from the local public board. How do you retrain him for a teaching position? Where would you place that individual? He is not certified. He is an industrial teacher; he has been teaching auto mechanics, and there is no position. Where would you put him?

Mr. Clifford: There are two concerns I would have first. First of all, when we looked at the training assistance regulation—and you asked about the \$10,000 cap—there is a premise that says the person has become a designated person because of Bill 30, so we are agreed to that.

Mr. Davis: Yes.

Mr. Clifford: Second, I am not so sure that, for example, when we look at a group of the type you are describing, there will not be positions in the separate school system, because they are moving into new technical programs.

Mr. Davis: Some are.

Mr. Clifford: Yes.

Mr. Davis: Not all boards. Some boards are purchasing their technical program from the local public board.

Mr. Clifford: Some of the small boards. I think it is the same debate we started the other day; and the debate is not whether it is \$10,000 or open-ended, the debate is whether the person may become unemployed and/or designated

because of Bill 30 and whether, through the training assistance regulation, we are going to try to solve the problem of technical teachers who are out of work.

Mr. Davis: Can the minister tell me why you do not have a training regulation now? You have had several months to put a training regulation together. It was one of the concerns that was raised by the teachers of this province; it certainly was raised emphatically by the separate school representatives who came before us. Why have we not got that?

Hon. Mr. Conway: Let me say what I said the other day. We admit to a delay on the teacher transfer regulation, a delay that in part has been caused by very extensive and, I think, productive consultation. We want to make sure that the regulation finally promulgated is in accordance with reality out there. Unfortunately, as I told the committee the other day, my expectation was that you would have that regulation in September. You should have it very, very shortly, but part of the reason for the three- or four-month delay has been a very extensive consultation, and reconsultation in some cases.

Frankly, I want to comment that the training regulation is being developed involving the developing experience and input of the planning and implementation commission. I do not think we have had any particular difficulty to date. We want to ensure that, as we move forward, we put in place regulations that are going to do the job they were intended to do. I am not afraid to take a little extra time and get it right.

Mr. Davis: You are taking a lot of time.

Hon. Mr. Conway: I am a careful fellow.

Mr. Davis: A Ministry of Education official, who I believe is you, Mr. Burtnyk, indicated that there will be no impact because of the loss of assessment. You are quoted, or the minister is quoted, as saying he is going to promise to minimize the impact of Bill 30 on the taxpayers. Can you tell me what assessment was transferred provincially, and also in the Metro scene, as of January 1, 1987?

Hon. Mr. Conway: If I could, just before Mr. Burtnyk responds: as I remember, in both the press inquiry and, I think, the distinguished member for Scarborough Centre's interrogation of yours truly, what I said was that my examination of the data would suggest that the impact on public ratepayers in Metropolitan Toronto would be minimal, or words to that effect.

1720

Mr. Davis: I would just like to clarify what the minister did say. He is quoted in the Ontario school trustees' publication as saying, as a promise, to minimize the impact of Bill 30 on the taxpayers. That is what you said. What I want to know is how you are going to do that. First, I want to know what the assessment transfer was.

Mr. Kennedy: Perhaps working together Mr. Burntyk and I can answer the questions.

As nearly as we can estimate, \$275 million of tax revenue was transferred to the Roman Catholic school boards on January 1, 1987.

Mr. Davis: How much of that was Metro?

Mr. Kennedy: Metro was \$80 million.

Mr. Davis: Can you describe for us the compensation formula that you are going to apply to reduce the loss of the tax base to the public boards?

Mr. Kennedy: There is a complex set of offsets here that I would be very pleased to describe. Do you want me to deal specifically with Metro, or do you want me to talk about the province?

Mr. Davis: Do Metro.

Mr. Kennedy: First, we estimate that out of the \$80 million in revenue transferred over to the separate school boards, the Metropolitan Separate School Board will be required to make payments on behalf of its pupils who have been grandfathered under section 136n and who are still remaining within the Metro schools.

On the basis of that calculation, which takes the Metro mill rate applied against the proportion of assessment that that particular group of pupils represents as a fraction of the total, it will generate somewhere in the neighbourhood of \$23 million plus, which will then be made as payments to the Metropolitan Toronto School Board. That is the first offset.

Second, because there is a significant number of pupils—we estimate probably somewhere between 3,800 and 4,000 pupils attending public schools are youngsters who would be called separate school supporters—they will be paying full-cost fees, which will generate somewhere in the neighbourhood of between \$22 million and \$23 million.

Because of the loss of assessment, the Metro boards become a little poorer. Because of the transfer of funds from the separate school board to the public school board, which will then be transferred back to a position of assessment, they become a little bit richer. But the difference between the amount of money they get transfer-

red across and what they have lost increases the provincial grant, so an additional grant will be paid to the public school board that will probably be offset up to the ceilings, somewhere in the neighbourhood of \$30 million.

Mr. Davis: What do you mean by "offset up to the ceilings?"

Mr. Kennedy: In other words, the amount of difference in assessment loss is generated to ceilings by an increase in provincial grants. Provincial grants to the Toronto Separate School Board will increase by approximately \$30 million as a result of Bill 30.

The reduction in assessment wealth of the Metropolitan Toronto School Board due to the transfer of the separate school assessment to the Metropolitan Separate School Board, which is about \$48 million, is offset in part by grant adjustments under section 136 and section 136o of the act, for a net increase in grants to it of about \$19 million.

Mr. Chairman: Do I understand from the figures that you are saying the public board will receive about \$76 million from these three sources to offset the \$80 million? So there is approximately only a \$4 million—

Mr. Kennedy: Yes, but there is more. The minister announced not too long ago that there would be a change in the funding, for example, for continuing education. That continuing education increase in grant generates an additional \$3.5 million, probably, to the Metro board. There are other adjustments. I do not know whether the minister wants to mention this or not, but there will be other changes in the proposed general legislative grant that is going out that also will assist.

Besides these particular items, there are other factors here that ought to be understood. As the Metropolitan boards are losing students, they are offset those costs that cannot be transferred by declining enrolment grants. I cannot estimate that yet because we do not have the figures in to know how many of those pupils will be involved.

The other point that should be understood, too, is that as the pupils transfer across from the one system to the other, the actual operating costs for those boards also will decline by a significant amount on a per pupil basis.

Mr. Davis: But you know that the \$1,900 you have given for adult education, I have been led to believe, is guaranteed only to the end of this August. If that grant is not continued, you will find that a number of rural boards will find

themselves in financial difficulty in providing adult education.

Mr. Kennedy: The guarantee that is in place at the moment is that all boards in the province for this year have the guarantee that they may either continue to receive the grant on the same basis as they have previously or they could move to the \$1,900 per pupil. Our best guess is that in the current period of time, \$1,900 does reflect the actual cost experienced by boards to provide that kind of program. My assumption is also that, inasmuch as we are now saying to boards, "We are going to provide you with a 100 per cent grant for the actual costs you are experiencing," that provision probably will be given ongoing consideration.

Mr. Davis: Ongoing consideration?

Hon. Mr. Conway: Yes, because Jane Dobell has been asked to take the time between now and next summer to give me advice on some of the related issues. I think that is an important task.

Mr. Davis: Am I correct about what has just been said, that the \$1,900 grant for adult continuing education will continue beyond the cutoff date, which I believe is August 1?

Hon. Mr. Conway: It is the summer of 1987. What we have said is that—

Mr. Davis: So in September there will be \$1,900 still flowing for it?

Hon. Mr. Conway: The only question really to be dealt with, or one of the questions, is going to be the advice that the Dobell committee gives me on the basis of its best assessment of what it thinks other cost factors might be, but there is no intention at all of interfering with the principle that we have now established, which is that we are going to divorce the provincial granting for approved adult education courses from your tax position. It will simply be a 100 per cent provincial grant on the cost of delivering the programs. I am saying that the Dobell group is going to provide me with additional advice on that question of the cost of delivering those programs.

Mr. Davis: I am going to try to tie a couple of things together. I am quite prepared to allow the minister to answer one question now, and the other answer he can provide for me. I have three minutes.

Mr. Chairman: I am just suggesting that I can give you a few minutes now and then go to 20 minutes for Mr. Allen, because you have gone about 20 minutes now. We will then see what you want to do with the remaining 10 minutes.

Mr. Davis: Mr. Newnham indicated that there is going to be co-operation in the sharing of facilities and the government is not going to build new ones. I refer you to the West Park Secondary School, which the Toronto Board of Education has declared it will not require in 1988. There is more; I can use other examples. This one is much clearer.

What happened is that the Metropolitan Toronto separate schools said, "Hey, we would like to have that." But the Toronto board then indicated it was not prepared to negotiate a transfer, that it could use it for some alternative education program. Now we have the Metropolitan Toronto separate schools desperate for space. It is now known as portable city.

What are you going to do in situations similar to this? How are you going to decide when a school is being underused? When I talk about underused, this is a question we are prepared to let you answer at another time.

Many of the public boards state that they believe that day care centres and adult education in the daytime, using space which the ministry now declares as vacant space, should be qualified as space that is being used. I would like to know how you are going to get the Metropolitan Toronto boards to share their facilities or any other area where we run into that jurisdiction. He uses a term—I cannot find it. Somebody try to answer until I find the term he uses, but I think it is "underuse."

1730

Hon. Mr. Conway: The quick answer is really twofold. I am hopeful that both boards, public and separate, will sit down and assess their situation, their priorities and the priorities and the realities of their given community, and work it out between themselves. As I said to you the other day, that is the best way to resolve these kinds of concerns. The legislation sets out a process you know all about.

Mr. Davis: There is a desperate need in Metro Toronto by the separate school board, and it is my understanding that you have not even called them together to talk about it. That is the least you could do, to say, "Hey, fellows, you have to do something." Have you talked to the Metro separate and the Metro public together in your office?

Hon. Mr. Conway: The process is well known to you.

Mr. Davis: Meanwhile, you put students in portables and there is vacant space around.

Hon. Mr. Conway: I am just saying that the process is well known to the honourable member. It is set out in the legislation. We had a lot of discussion about it in this room. I just have to tell you that there have been a number of positive developments in places like Windsor and Sarnia.

Mr. Davis: I am not talking about Windsor and Sarnia.

Hon. Mr. Conway: I am. You may not be, but I am just saying—

Mr. Davis: I am asking what you can do for the Metropolitan Separate School Board, which has a desperate need; and we find that your reaction to it is the continual implementation of portables in the separate school board. I am not suggesting that you mandate, but the least you could do is to sit down with the two groups and say, "Look, we have to do something on behalf of students and the young people in our education system."

Hon. Mr. Conway: What we have done as a ministry is to make changes to our regulations to provide incentives to encourage, on a leasing-sharing basis, setting the whole ownership question aside, as we talked about the other day. We have done that. Certainly the two boards in question are quite capable of resolving this between themselves. Failing that, the planning and implementation commission has a role to play. Failing that, there are the other mechanisms that are set out in the act. I am sure the member knows that and is as confident as I am that locally elected officials are going to take their responsibilities seriously and are going to keep the interests of the students as their first priority.

Mr. Allen: I wonder if the minister can tell me whether he has in any sense a timetable for attacking the portable problem, not just in Metro but across the province. We know that the numbers of students in those situations appear to be growing rather than shrinking. There must be some objective the minister has in sight to overcome that problem. Do you have a schedule or some timetable for overcoming the problem of portables in the system and staging down the numbers of young people who are educated in that setting?

Hon. Mr. Conway: It seems to me that we have difficulties at both ends. We have the difficulty of a great number of portables on the one hand, or at least a considerable number of portables; and of course, on the other hand, a lot of school boards have raised with me their concerns about space for which they have no longer a requirement. We need a number of

things. Certainly we talked about this the other day. In areas like York region we need additional resources and we need some very creative technology applied to some of the situations. I am confident we are going to see more and more of that.

In areas where there are identified spaces that are not now being utilized, as was the case, for example, in Sarnia—there were really serious pressures on the extended separate secondary system and available space in Sarnia Collegiate Institute of the Lambton County Board of Education—the two boards sat down and worked out an arrangement where that school transferred across. Obviously, that is a desirable process. It has also happened in Sudbury and it has happened in Windsor.

What is my timetable? My timetable is obviously to see it done as well and as effectively as possible at the local level. To the extent that does not happen, there are mechanisms that you are all aware of that will encourage the process along; but we should not be under any illusions, the desirable and the best solution is the one that will be found at the local level.

Mr. Allen: I gather from what the minister is telling me that he does not have a survey of the situation in hand that looks at the optimal circumstances, school district by school district, that he can expect in terms of the movement of space from one system to the other; and laid against that, a prospectus for overcoming the remainder of space deficiency that exists.

Hon. Mr. Conway: I take regular briefings from my officials. I meet from time to time with officials at the planning and implementation commission to monitor what is happening from their point of view. I do not need too many briefings to tell me what I need to do in York region or in Dufferin-Peel, in Peel, in Durham or in Carleton. Those are the pressures of growth, and we need more money in the capital account.

Mr. Chairman: Perhaps I am not being helpful, but perhaps I am. I just want to remind members that we have asked people to come to us today to give us specific information at a specific time. You have the minister available again on Thursday for information. Maybe I am being in the way here, but I just remind you that if you do have questions for the experts on particular statistics you should place them while they are here.

Mr. Allen: Rather than casually receiving statistics across the table, I wonder if I could ask the gentlemen in question, first, to provide for us a sheet which would put in straightforward terms

what was presented to us about the Metro board assessment situation.

Second, would they please also prepare for us their response—if they have one in hand already, fine; if they have to do some work on it, fine—to the argument of the Association of Large School Boards in Ontario, which has made the argument that its member boards are \$55 million the losers in the process of transferring assessments.

I would like to see them give us their breakdown of how they see the figures tallying. Quite frankly, it is quite possible for me to sit here and to rail at the minister or at somebody else—

Hon. Mr. Conway: Never.

Mr. Allen: —and to give them what appear to be injustices rampant in the system and so on and so forth. I am not an expert in calculating out all those transfers, but I would certainly like, for comparison purposes and to do some further work on the subject, to see what the ministry's response is to the ALSBO's claim of \$55 million assessment loss; and whether, on balance, that is in fact outstanding loss, with everything taken into account as you did for the Toronto scene.

Mr. Chairman: Would you like that orally right at the moment as well, or do you just want it tabled?

Mr. Allen: No, I would rather see that on paper, especially at this hour after we have been going at one thing and another in this committee for a couple of hours. I do not want to have to absorb that mentally and try to work it over instantly.

Mr. Kennedy: Can I ask for a point of clarification?

Mr. Chairman: Certainly.

Mr. Kennedy: Do you want just ALSBO boards or do you want the whole province?

Mr. Allen: If you can give us the whole province I would be happy with that. I have not seen a claim that has been laid out for the rest of the province in quite as precise terms as the ALSBO boards have provided it, but if you can do that, I am sure that would help us all as we try to come to terms with that question.

1740

Mr. Chairman: We meet only once more, on Thursday. Is what we are talking about possible, or is it something that would have to be tabled after the estimates are over?

Mr. Kennedy: We will have it for you on Thursday.

Mr. Allen: Fine. Thank you.

I am not sure whether you gentlemen are the people to ask this question. It relates partly to policy as well as to the direction of expenditure.

Earlier this week, the minister announced the funding arrangements he was going to provide for the Victoria County Board of Education situation. What remains rather puzzling in the whole process is that, originally, the two-school concept was turned down by the ministry because, as it said, it did not fully address the educational needs described in the 1986 capital expenditure forecast.

Then what seems to have happened is that the board adjusted the figures, which included increasing class sizes and so on, in order to come within another range of expenditures. That somehow seemed to address educational needs, though I am not sure I understand how or why. The end result is that the ministry finally provides more money than it initially planned, in order to cover the costs of two schools.

Therefore, (a) there is more money, and (b) the adjustments the board made to meet the demand for what was described as addressing the educational needs turned out to be increasing class sizes in order to make some financial adjustments in the overall capital requirements. I do not know whether that comes in your bailiwick or whether it is in another ministry.

Hon. Mr. Conway: There is a process I identified in my response to the member for Simcoe Centre in which the boards make their forecasts available to us on a priority basis, looking down the road over five years. In this case, those come in to the central regional office. A judgement is applied to them there on a regional basis. Then that comes in to the minister, and the resources that are available are applied to that provincial list, which is what it is by the time it gets to the minister.

That process was followed in this case. I know there was discussion between the central regional office and the officials from the Victoria County Board of Education.

Mr. Kennedy, do you want to comment on any of that?

Mr. Kennedy: The only thing I would add is that there is ongoing consultation between the education officers in a regional office in each jurisdiction with respect to particular projects. It may very well be, in this instance, that the projects as originally proposed by the board were perceived by the educational officers within the region not to meet the requirements they felt they should meet. They probably gave them advice

then to modify the program to ensure that the program that could be delivered in those two schools would be adequate. It has been a very long and difficult negotiation for that board on the closing of those schools.

Hon. Mr. Conway: That process in itself is not unusual. That goes back and forth; not always, but it is not an unusual process.

Mr. Allen: I am aware of the process and I am aware that it can be quite protracted and difficult. Those who have been following the circumstances and the back and forth in the county with some anxiety are still somewhat bewildered by what the criteria finally were that hung around the educational needs concept by which, at the end of the day, larger class sizes appeared to be a more satisfactory response to educational needs than smaller class sizes. The result at the end of the day was that the overall capital allocation that was contemplated went up rather than down.

Is it possible for the minister to provide us with some response to the criteria that were used to assess educational need in that case?

Hon. Mr. Conway: Yes, I will be happy to prepare some information and come back to you on Thursday about what basically happened, from our point of view, in that whole Victoria county matter.

Mr. Allen: The minister might also be interested in the fact that the parents who were concerned to preserve small schools in the area were at least somewhat successful when they met with a group of parents from Gooderham. They were able to persuade their board to do a review of their school closing. They ended up maintaining a small school with 20 students as a viable and useful educational setting for their younger children.

Hon. Mr. Conway: I say again, and I know this is not always totally satisfying, but from our point of view we deal with locally elected school boards with the mandate to establish school facilities or, in some cases, to close those facilities. The primary contact is between the ministry and the local board, and it is often quite an ongoing dialogue that sees changes made along the way.

As David Kennedy says, this has been a protracted discussion. It has not been without controversy. We certainly talked about that a bit the other day. However, I will prepare a file and have it here for Thursday setting out what were the criteria, from our point of view, and how the allocation was finally decided upon.

Mr. Allen: I have no more questions on the financial issue.

Mr. Chairman: Would you like to go back to anything, Mr. Davis, or would you like to go on to some other issues?

Mr. Davis: Mr. Allen pre-empted me, in the sense that I was going to ask also that it be in writing so I can understand it and see what it says and do a comparison. That will be fine.

I would like to ask the minister a quick question, though. I want to talk about Haliburton.

Mr. Chairman: Why do we not move from Haliburton to other miscellaneous matters for the rest of the time. If you feel more comfortable sitting back in the general audience rather than facing me—I know it must be a hardship for all three of you—please feel free to move. Thank you. I feel bad that we do not have Mr. Kirkwood up here.

Mr. Davis: We could work on it.

Mr. Chairman: Can we find some excuse by which we might pull him up before us?

Hon. Mr. Conway: Ask him about Damaso Garcia.

Mr. Davis: I want to ask the minister whether he might investigate and report back at some point, or maybe he is already aware of this matter. It has been reported in the Haliburton County Echo and has been brought to my attention on several occasions that parents in Haliburton county are concerned about the students at Victoria Street school because there is a beaver pond in the back. It has been documented that in the spring the children are not allowed down on the lower level in case the dam breaks.

Since the safety of children is one of your responsibilities, and I know it is the responsibility of local initiatives and so forth, it seems to me that at this point, with some co-operation among yourselves, the Ministry of the Environment and the local town, a permanent barrier could be put there so if that dam does break, there will not be the tremendous potential of disaster for those young children who could get caught at that low level.

Hon. Mr. Conway: It is a good question. I will be happy to take it under advisement and report back by Thursday. I share the member's concern. We do not want students or teachers or staff at schools to be in any jeopardy.

Mr. Davis: May I take four minutes, Mr. Chairman?

Mr. Chairman: Sure.

Mr. Davis: In the discussion on religious education, Mr. Green indicated there was a concern in the teaching of religious education that the teacher is qualified to teach. I am having difficulty understanding a thrust from your officials talking about the qualifications of teachers to ensure that they teach sensitive subjects such as religious education.

In your statement in the House, you indicated you are prepared—and I like the words—to deregulate the teaching profession so that teachers who are not qualified to teach specific subjects will then be able to teach subjects, and you happen to list physical education and health. Would you suggest an unqualified teacher would be able to provide health instructions, as related to acquired immune deficiency syndrome for example?

1750

Hon. Mr. Conway: There are days when I think the member for Scarborough Centre is difficult. There are other days when I think he is positively obtuse, but I will not be provocative. Listen, I have said to my friend and I will repeat—

Mr. Chairman: Which of those days—never mind.

Hon. Mr. Conway: The member is raising the whole question of the draft that has been circulated for consultation. I know it might appear strange to the member for Scarborough Centre that this is a minister who is prepared to put something in the hands of the educational community that might just produce some real consultation, something beyond how many t's are going to be crossed and how many i's are going to be dotted.

I have said repeatedly that what has been put out there is a draft for discussion. It is going to be interesting and useful for me to have the benefit of the responses the draft will produce; not the least of those responses is the considered opinion of the critic for the official opposition in matters of education. I will make a judgement after that consultation is concluded as to what might be an appropriate course of action.

I should say what I said the other day, that the draft makes it quite clear that there are a number of areas where we are certainly not contemplating anyone instructing without the required qualifications, but as the member also knows, and he knows it better than most of us, there is a long-established practice where thousands of letters of permission are sought and granted. To one degree or another, many of the conditions he

complains about are in the here and now by virtue of what seems to be an acceptable practice of letters of permission.

I just point out that what is there is a discussion paper. If the honourable member and the community rise up with one voice and say, "We will have none of it," I am a very reasonable fellow and I will pay attention to that.

Mr. Davis: Let us look at that very quickly. First, the teaching profession has established what I think are excellent qualifications for teaching at our secondary levels, and I would also say at elementary levels. The elementary teacher is a generalist teacher—we all know that—except in what you want to call senior schools where they have specialists. Secondary teachers are specialists. As a parent, I would have great difficulty with a teacher moving in to teach a math class who has no expertise in teaching math. You want to talk about letters of permission. I would like to know how many letters of permission you granted this year.

Hon. Mr. Conway: Certainly—

Mr. Davis: I have not finished yet. A letter of permission comes at the request of a board of education because it cannot find a qualified teacher to teach that subject, and so it tries to offset it for one year only. What you are suggesting, minister, is that a local board's director of education, hopefully consulting with his board, would say, "I am going to move teacher X in to teach that subject matter because I cannot find someone to do it." There is not the checkoff that you now have with respect to letters of permission.

I assume that when you look at a letter of permission, you look at the qualifications of that teacher and you have a deep concern that he will benefit the youngsters before you sign it. It seems to me you are playing very fast and free with the education system. Already the people of the province have indicated that they are not satisfied with the education system. You are fanning that kind of feeling by saying, "We are going to let teachers teach what they want even if they are not qualified."

Hon. Mr. Conway: You have aroused both my parliamentary assistant and the deputy minister.

Mr. Davis: I am sure I did.

Hon. Mr. Conway: Perhaps the deputy or the parliamentary assistant would like to comment while I consider a very temperate response.

Mr. Chairman: Why do we not go to the deputy to start off? I am not sure we can control Mr. Reycraft.

Dr. Shapiro: I just want to say that I think you are quite right that people want qualified teachers to teach their students, whether it is a generalist elementary school teacher, which from my point of view requires perhaps even more insight and more specialization, or what we have come to call the specialist secondary teacher.

I point out that the draft was not intended as the ministry's position, but as a way of raising the question in public so that people could respond appropriately. Even that, should one swallow it whole, so to speak, does not suggest that school boards can assign teachers irrespective of their qualifications, because it does specify the criteria that school boards are to use in making those assignments. Those criteria include the health and safety of children, the professional background of the teachers, their academic qualifications and their training and experience.

What it really comes down to in a sense is whether it is reasonable for the Ministry of Education to trust, both in the boards of education and in the people they hire to run the schools, that they will keep the welfare of students in mind. It may be, as you suggest, that we do not want to do it, that it would be an inappropriate risk with the system, in which case we should not take the regulation any further.

Mr. Davis: Perhaps the Globe and Mail article had a lot more truth in it when it suggested that this is a mechanism by which the separate school people, being strapped for training funding, have a way of using teachers who are not qualified to teach. If that is the minister's hidden intention, it really needs to be re-examined.

Dr. Shapiro: I suggest that was neither the minister's nor the ministry's intention. The intention was what we said it was and not what the Globe and Mail suggested it might have been.

Mr. Chairman: I will allow Mr. Reyecraft in for just a minute. I think it is important so that he does not implode. Then we will move to Mr. Allen.

Mr. Reyecraft: I want to make one point. I note that Mr. Davis has repeatedly, both here and elsewhere, referred to the ministry's intent or suggestion that somebody would be using unqualified teachers. There has been no such suggestion; nothing remotely related to that. No one is suggesting that anyone who is not qualified as a teacher should be employed as such by any board of education in this province. I think he is being very playful in making that kind of allegation.

Hon. Mr. Conway: That is not a word I normally associate with the reverend gentleman the member for Scarborough Centre.

Mr. Chairman: Is this a subject you would like to broach, Mr. Allen?

Mr. Allen: Yes, I would like a couple of minutes.

First, so that we may all know what it was the minister circulated, will he provide us with a copy of the document so that we may see for ourselves and not have to go via the Globe and Mail article?

Hon. Mr. Conway: That is a perfectly good suggestion that will be complied with immediately.

Mr. Allen: I would be prepared to hold any further response until I see that. There were quotations in the article, none the less, that appeared to be fairly genuine and that did give some cause for alarm.

Hon. Mr. Conway: In the Globe and Mail article?

Mr. Allen: Yes

Hon. Mr. Conway: Again, I do not want to comment on current standards of journalism because we have only one national newspaper but—

Mr. Davis: Is that the Star? That is the only government newspaper.

Hon. Mr. Conway: There is a great line from Howard Ferguson about the Toronto Star.

Mr. Allen: May I touch on another matter I would like a quick response to? What are the minister and the ministry contemplating with respect to, in one way or another, securing more male teachers in the primary grades of the school system? Is there at this time a working committee looking at ways of moving in on that problem? I ask that against the background that I think concerns us all, that there are a lot of children now in single-parent families who are more than ever in need of role models of both sexes in all aspects of the school system, all grades in the school system. It has become more important than it ever was for us to address that problem. What is the minister doing in that regard?

Mr. Chairman: Why do you not ask Ms. Hanna these things?

Hon. Mr. Conway: You do not want to get to the real source of power. The deputy might want to comment. You did raise this with me the other day, Dr. Allen, and I am preparing a response that you should have very shortly.

Dr. Shapiro: I think the short answer to your question is that we have not really begun to consider that issue seriously. It has come to our attention and it seems to be more of a problem

relative to the future than it is to the present, because the real problem is not that there are not male role models in the primary schools, but that there are fewer and fewer males enrolling in that program in the faculties of education.

What we have tried to do is begin to get a better handle on the actual information, how many, who is applying, who is accepting, who is not accepting, which faculties and what jobs they are going to afterwards. There is another factor involved, which is that for reasons that are complicated, there are more males finishing the programs at faculties of education and not seeking teaching jobs. It is not that they are not getting them; they are just not seeking them. We are trying to get a handle on that information, but we are at the very beginning stages and have not begun to think of what alternatives we should try to put in place.

We accept what you are implying; that is, it would be unfortunate if any aspect of the teaching profession became, in a sense, sex-segregated, where there were either no male or no female models for students in the schools. We certainly accept that as a policy we have to try to achieve.

Mr. Allen: Will you share with us the results of your survey when you have it completed? I would appreciate seeing that.

Dr. Shapiro: Sure.

Mr. Chairman: We reconvene on Thursday. We will have the Education Relations Commission before us and we will deal with all other matters.

Mr. Davis: How many hours do we have?

Mr. Chairman: As I understand it, by prior agreement, we have whatever hours are remaining to us on that day.

Mr. Davis: That is not the question I asked. What do we have left?

Mr. Chairman: We will try to tally them for you. We had six hours and five minutes coming in today, and we have had two hours and 43 minutes. We have three hours and a bit remaining.

We have also been informed that it is likely, by agreement of the House leaders, that we will not be dealing with the estimates of the Ministry of Citizenship and Culture next week, but we will be dealing with the Ministry of Labour for two days.

The committee adjourned at 6 p.m.

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Witnesses:**From the Ministry of Education:**

Conway, Hon. S. G., Minister of Education and acting Minister of Government Services
(Renfrew North L)
Shapiro, Dr. B. J., Deputy Minister
Green, D., Assistant Deputy Minister, Education Programs Division
Burtnyk, W. A., Senior Education Financial Consultant, Education Finance Section
Clifford, J. F., Executive Director, Education Services Division
Wiseman, P. F., Acting Director, Special Education Branch
Whittaker, K., Education Officer, Special Education Branch



Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

Second Session, 33rd Parliament
Thursday, February 5, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan



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STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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Vice-Chairman: Allen, R. (Hamilton West NDP)

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, February 5, 1987

The committee met at 3:30 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: I called the meeting to order. That was before I saw the Conservative member disappear through the door in the other direction, but I did see a quorum momentarily in the room. Therefore, I guess I can proceed.

We are dealing with the Ministry of Education estimates, vote 3001. This is the final day of the estimates. We have three hours and 21 minutes remaining and we actually have about two and a half hours in real time. We have agreed that we would deal today with the Education Relations Commission and then any other matters that members may wish to raise.

Hon. Mr. Conway: I want to beg your indulgence. There is a long-scheduled meeting I have organized next door and I have to step out for a very brief moment. Also, I have some additional answers to check on because I want to table them with the committee very shortly. I have a couple of other things to go with that. I will not be gone far or for very long.

Mr. Chairman: I apologize for not having raised the matter of the minister not being able to be here. He had raised it with me at the beginning of the week.

Hon. Mr. Conway: I will not be far away and I will not be gone for very long.

Mr. Grande: Before we begin with the estimates, if it is in order, I would like to put a motion on the floor of the committee, but I do not see a Conservative member here. Perhaps it might be wiser to do it when a member is here, if a member is going to be coming.

Mr. Chairman: Let me put it this way. You can read it into the record at the moment, but because it is a procedural motion, it would be wise for us to have all-party representation here to discuss it. Why do you not read it in now, place one in front Mr. Davis's desk before he returns, and then we will start off with our witness. Maybe after that and before we move on to other matters, we will have an opportunity to deal with the procedural motion.

Mr. Grande: That is fine. I have provided a copy of this motion to Mr. Davis. I did give you a copy. No, I did not, so I will. Let me give you a copy.

Mr. Chairman: I do have one. We will get extras made if necessary.

Mr. Grande moves that the standing committee on social development deal with Bill 80, An Act to amend the Education Act, on a priority basis as its first order of business when the Legislature reconvenes on or about April 21, 1987.

Seeing that we do actually have all-party representation now, why do we not proceed with this? It is in order, as any procedural motion is. As you know, we discussed it just a few days ago. Perhaps you can indicate why you are bringing it back to us.

Mr. Grande: Yes, I would be more than pleased to do that. The reason I am bringing it back is that on the last day we discussed this, there was concern that we did not have all the information at hand upon which we could make a decision, and that is whether the bills in this session are going to live in the next session or to die on the order paper.

I have been advised by my House leader that the bills, including Bill 80, will be moved over to the next session. In other words, this bill is going to be continuing. It is not going to die on the order paper. As far as I am concerned, that is one problem there is a solution to with respect to the last day in the debate, or the last day that we have.

The next concern was whether the members of the standing committee on social development will be the same members when the Legislature reconvenes or whether they are going to be different. If they are going to be different, how can we tie the hands of that committee now?

I wish I could have a clear-cut answer for the second as in the case of the first, but I do not. All I can say is I hope the membership of the social development committee, as it is constituted right now, does make a determination that we will be having these hearings or we will deal with Bill 80 in April when we return with the proviso, of course, that if the membership of the committee in April wants to make another decision, it will have the power to make another decision, but at

least this group of members of the social development committee goes on record as supporting this motion to deal with Bill 80 as a priority in late April.

I hope every member will be able to support this motion and continue with the unanimity that was displayed on December 18 in the Legislature regarding this bill.

Mr. Reycraft: Mr. Chairman, perhaps you can help me. I am not sure whether we know at this stage all of the things that are going to be referred to this committee before April. Has that been determined by the House leaders now?

Mr. Chairman: I only know what comes when they have made their decisions. At this stage, the only other potential piece of business for us that has even been introduced to the House, not to say there could not be more things before we rise, is the amendment to the Mental Health Act which has been proposed.

Mr. Reycraft: To support what Mr. Grande has said about bills now on the order paper, I understand from an unofficial source that what he says is true, that those bills will be extended and will not die; so we do not need to worry about losing Bill 80 just because the Legislature prorogues.

Given the fact that we do not know for sure what is going to be referred to us, I am still very reluctant to commit ourselves to prioritizing anything beyond that which we have already done. I do not want Mr. Grande to interpret that as a lack of support for Bill 80 or a lack of commitment to heritage language in any way. It is not, but I do think we as a committee should keep our options open as much as possible. Making a commitment as far away as April 21 is certainly not in keeping with that principle. I would prefer not to have this resolution passed.

Mr. Davis: My colleague Mr. Andrewes spoke on this matter a couple of days ago and outlined one of the concerns we have. I do appreciate Mr. Grande clarifying what will be brought forth from this present session to the next. I think that gives some clarity to where we are going. Our greatest concern is still the right of a committee to mandate or order a new committee with respect to what should be its first piece of legislation.

I really want to support Mr. Grande in a sense. I guess I will say what I want to say and then I will decide on how I am going to vote on it. We would be very concerned that we set a precedent of mandating pieces of business for a committee that is yet to be struck. I think it is important that the new committee is aware that we want them to

look seriously at Bill 80, that it needs to be explored and that the implications of Bill 80 are placed before the House at some time in some form of legislation to deal with heritage language.

1540

However, the committee itself has to order its business. I recall, Mr. Chairman—and I do not say this flippantly—that even you have made that statement, that it is the committee's responsibility to order its business. I just wish Mr. Grande's motion was not as definitive as it is, that it was a little bit more permissive. I would find that a little bit easier to deal with.

I do not have the motion in front of me and I am not quite sure how to make an amendment—maybe Mr. Grande can—that makes it a little bit more permissive for that committee but still provides the committee with our intention; that is, when it orders its business, we are concerned that part of that ordering is an understanding that this committee is extremely concerned that Bill 80 be included in the ordering of its business. I just do not know how you do it with that intention but not as definitive as that.

Mr. Chairman: There are two things I should raise. I talked with a couple of other committee chairmen after we had this discussion to see if they have been in a similar position. A couple of them have, and the committees actually have gone ahead and already have ordered business through April. There is the standing committee on resources development and one other, as far as I know. This they do on the understanding that, even though they have done it on a motion as definitive as Mr. Grande's, it would be possible for a changed committee to change its order by a procedural motion at any time. I think that makes the need actually to water down the specific motion less important.

I remind members of what happened to our ordering of business around the same time last year when we were continually shifting when we were going to deal with Bills 54, 55, 94 and other bills back and forth. What seemed to be absolute one day became the opposite and the contrary the next day, depending on the desire of the committee. A procedural motion is in order at any moment, as this one is today, even though it was defeated a number of days ago; but not on the same day, I would just say that. The same motion is not appropriate on the same day, but it is totally possible for it to be then changed. I thought I would bring you up to date with what other committees are doing on this matter at the moment.

Mr. Allen wanted to make a comment. I am sorry, I should have let him speak first.

Mr. Allen: Mr. Chairman, by jumping in when you did, you said much of what I wanted to say, and I do not object to that at all. You said it very well and with a few more specific references than I had at my hand.

It does seem to me that the committee may act and may make a decision on a matter like this without entirely and completely binding the new committee hand and foot. Every committee has to look ahead and make its decision for the expediting of its business, and as far as we are concerned at this time, we do know what we will be doing through to the end of our business during the break period. That being the case, and not knowing what all the other competing elements are, it seems to me reasonable at least to make a decision on this at this time and to recommend it, in the terms of Mr. Grande's motion, as a priority matter for first consideration by the new committee.

That does not compromise the new committee and at least it gives us some sort of lead sense of where we are going early in the next session, and we can begin thinking our way towards that as we go through the break period.

Mr. Davis: Again, I want to emphasize that it is my party's concern that Bill 80 is given consideration in the new session by the standing committee on social development. I just want to clarify something. It is my understanding that the new committee still would have the right, even though this is like a binding piece of legislation, to order its own business, to say, "We are not going to do that; we are going to do something else." That is still within its own prerogative?

Mr. Chairman: Yes. Essentially, what we have is we know it will be the same committee, and that is why we do not have to worry about it in terms of a select committee, which may disappear or whatever. It is a standing committee. The membership is quite likely to shift, as it has.

Mr. Davis: It has changed already.

Mr. Chairman: We will probably maintain a number of the players because parliamentary assistants and critics in this portfolio field usually end up as members on the committee. There will be some continuity there and there will be some change. It is quite possible for three things to happen: you can decide that you do not want to deal with this today; you can deal with it today and approve it, and tomorrow introduce a motion which rescinds it; or that group at that time,

however the new group is constituted, can determine that it disagrees with our determination today and introduce its own procedural motion, which could counteract it, that is quite possible. At any time a procedural motion is in order and at any time the committee can change the ordering of its own business. That may often depend on who is a member, but as much as anything else it depends on caucus positions.

Mr. Davis: Can you also indicate to me the other committees you checked with?

Mr. Chairman: I cannot remember the title of the other one. I am sorry. I was talking to Mr. Laughren and Mr. Breaugh about what they were doing and what they thought was possible.

Mr. Reycraft: My biggest concern is the one I already expressed, and that is that we may get resolutions, bills or business that we are not aware of at present referred to us next week. I am extremely reluctant to commit the committee to anything in late April until I know that. We will be aware of everything coming to the committee—I was going to say by next Thursday, but that is not completely true either because something that we do not know of at present could be referred to the committee in late April.

You mentioned the amendments to the Mental Health Act. I am not sure what is happening to those, but some of the things I am hearing would suggest to me that the committee may have to spend time on that during the break that it has not planned for at present. We may need to reorder our business some time next week because of that.

I must emphasize again that I think it is in our best interests as a committee and in the best interests of the Legislature to keep our options open for April 21.

Mr. Chairman: The only word I have heard on the Mental Health Act is that it is subject to negotiation at the moment, that at least one party does not wish it to be brought forward in the break and therefore it is not likely to come. As far as I know, it is all in flux; but you are perfectly right, it could arrive.

Mr. Reycraft: Can we deal with this matter? Perhaps I will address the question to Mr. Grande. Will he consider deferring a decision on the resolution until next Thursday when we will have a better idea what is coming to us in the break?

Mr. Grande: Frankly, I do not understand the question. The business has been ordered for the break.

Mr. Reycraft: Mr. Grande, you were not listening while I was speaking. It is correct that the business has been ordered, but other information has come to my attention that indicates the committee may have to reorder its business during the break.

Mr. Grande: If it will help, I would be prepared to amend that earlier motion to take into account, I hope, the concerns of Mr. Davis and the concerns of the Liberal member.

Mr. Chairman: Mr. Grande moves that, in the light of the committee's understanding of the business before it and without prejudice to the standing committee on social development struck in the new session, the social development committee deal with Bill 80, An Act to amend the Education Act, on a priority basis as its first order when the Legislature reconvenes on or about April 21, 1987.

Mr. Grande: In other words, it does not bind the new committee to the decisions that we are making. What it means is today we are making a decision that the existing membership of the social development committee says it would like to see this taking place in April, but it does not bind the new membership of the social development committee. As the chairman was saying, it can reorder its business at any time with a procedural motion. In other words, all it says is that those of us here are making that commitment to Bill 80.

1550

I am looking forward to having the support of every member.

Mr. Chairman: Could I possibly get a copy of that? I gave my copy of the original to Mr. Davis.

Mr. Davis: I have been writing all over it.

Mr. Chairman: There were comments on the suggested amendment that would make it read as follows:

Mr. Grande moves that the social development committee, in the light of the committee's understanding of the business before it and without prejudice to the social development committee struck in the new session, deal with Bill 80, An Act to amend the Education Act, on a priority basis as its first order of business when the Legislature reconvenes on or about April 21, 1987.

Is there any discussion?

Mr. Reycraft: I have a question. When Mr. Grande talks about dealing with the bill, I am not entirely clear what he means. It could mean, for example—and we have done it with other pieces of legislation—bringing the committee together

and deciding how we are going to handle it; whether there are going to be hearings; if so, when and where they are going to be; and trying to make some determination as to when we actually get to dealing with the legislation clause by clause. Would that kind of organizational meeting constitute dealing with the bill in terms of his resolution?

Mr. Grande: Perhaps if the member has another word we can use to amend the motion, that will be fine with me. All I am concerned with is that the social development committee will deal with Bill 80 as a private member's bill. I do not know how else to express it. The social development committee obviously will make decisions as to whether it wants hearings or to do it clause by clause. It is the business of the committee to do that. The membership here makes the decision that when the Legislature reconvenes, Bill 80 will be dealt with in the committee. That is what it says. If there is another word that you want used to amend it, that is fine. That is my intention.

Mr. Reycraft: I interpret what Mr. Grande has said to mean that the committee could meet after April 21 and make some decisions on how it is going to proceed with the bill, but it could also proceed with hearings or clause-by-clause debate on other business, other legislation, before it did that with Bill 80, if it so chooses at that time.

Mr. Chairman: I would have difficulty interpreting from the chair that what it says means that, because it talks about "on a priority basis as its first order of business" rather than the matter of ordering of business. Therefore, I think it would be misleading for us to interpret the words to say that. It seems to me the words "deal with" are not exactly clear, but the rest of it is definitely about doing the business rather than ordering business. Depending on your intent, if you want to clear up the words to make sure they are consistent one way or the other, that is fine with me. I agree that "deal with" is vague but the other is specific.

Mr. Cordiano: I think you would be preempting the committee. Whenever a bill comes before the committee, in my short time here, I understand it to be the committee's prerogative to so order its business as to whether it is going to have hearings and what groups will be coming before the committee. That is a very long process that has to be followed and one that requires careful analysis of how we are going to proceed. What my colleague has suggested is that we reserve the opportunity to do that at the time you

are calling for the bill to be addressed, which is April 21.

If we are going to make a determination now about how we are going to proceed, we would be pre-empting the prerogative of this committee to order its business on that matter. It would be most inappropriate to try to determine that now. It would be much wiser to leave it for that period when we reconvene, which is on or about April 21, and go from there. I do not see a problem with that.

Mr. Allen: The amended motion we have before us says quite clearly, on any plain reading of it, that it does not pre-empt anybody's prerogative. It is quite clear in the motion that it is without prejudice to that committee and it is being proposed in the light of our present understanding of the business that is before the committee or likely to be before the committee.

May I ask you, out of your long experience in this place, if there has ever been an instance where a committee, in advance, has committed a succeeding committee in another session to any specific procedure with respect to a bill? For example, if it was a priority matter to treat this early in the session, then we would want to have some lead time to get hearings under way. If we were to find ourselves towards the end of the meetings of the standing committee on social development during the break and we still were not confronted with obviously competing priority items, could we at that time set in motion the procedures for publicizing and holding hearings in the first week or two of the session?

Mr. Chairman: It is quite possible. I can give you a recent example of only a week ago. The select committee on health has determined it will hold four weeks of hearings in this break period on two subjects and that it intends to hold hearings during the summer on another range of subjects. It wishes to advertise for both now in order to gain early response on the large subjects it will be dealing with during the summer. That seems to be in order.

There are other cases. I remember from years back we did the same thing on family violence, determining that we would start off dealing with spousal abuse and the next report we would do in the following break would be child abuse, etc. We did establish that and actually changed our order once or twice. We were to move on to abuse of the elderly, but we never actually got to that subject. We moved on to other things instead.

It has been done in the past. Even if you had not put in these words, I would argue again that it

does not restrain that new committee in terms of what it does. It may decide that those priorities are not appropriate.

Mr. Allen: In the light of that explanation, can I call for the question?

Mr. Chairman: Is there further discussion? If there is none, I can call the question. Shall I read it again so everybody knows what it says? I realize you do not have the amended version in front of you.

Mr. Grande has moved that the social development committee, in the light of the committee's understanding of the business before it and without prejudice to the social development committee struck in the new session, deal with Bill 80, An Act to amend the Education Act, on a priority basis as its first order when the Legislature reconvenes on or about April 21, 1987.

All those in favour of Mr. Grande's motion please indicate. All those opposed. We have a 3-3 tie. All three are members and all have voted, because they must vote. I am in a dilemma. There are two precedents for what a chairman should do. One is that he should not be seen to bring about change by his vote and thereby should try to maintain the status quo. The other is that he should try in some way or other to keep the motion open rather than close it. I find myself in conflict on this.

At this stage, I think it would be wrong for me as the chairman to take the deciding vote in favour of something that would be changing the business of the committee; so I will have to vote in opposition to the motion, which allows you to reput the motion at another time rather than stopping the process, but it does not allow the chairman to affect the balance of the committee, as it should not. Therefore, the motion is defeated.

Motion negated.

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Mr. Chairman: We will move to orders of the day and deal with the Education Relations Commission.

Mr. Allen: I understand from what has just transpired that all three members of the Liberal Party who are present are considered to have voted against the motion?

Mr. Chairman: Yes. All three did vote against it. Mr. Cordiano was not exactly extroverted in the way he did, but he did.

Mr. Allen: I was not sure I saw sufficient motion to conclude there was a negative.

Mr. Chairman: I waited to determine it and they definitely did not vote for the motion, and

one cannot abstain. I thought I saw action which indicated that all three voted against, and that is why I had to rule as I did.

Mr. Grande: Maybe Mr. Cordiano could be asked whether he did or did not vote.

Mr. Chairman: No. The motion has passed and it is out of our business at the moment. As I say, it can be introduced on another day.

Mr. Cordiano: I take your advice, Mr. Chairman.

Mr. Chairman: On a point of order?

Mr. Cordiano: I am sorry. I did not hear what Mr. Grande was saying.

Mr. Chairman: Mr. Grande and Mr. Allen were just wondering whether all three of you had voted. They had only seen Ms. Hart and Mr. Reyecraft indicating that they were voting opposed. I said my indication had been that all three of you had voted in opposition. That is why I had to intervene and that is why I had to make the ruling I did.

Mr. Cordiano: All right.

Mr. Chairman: We will now move to the Education Relations Commission and ask our witness to come forward. Mr. Field has been with us before during the Bill 30 hearings—that was the last time I recall—to give us some advice about how things would work. Both critics asked him to be here today; so why do I not start off with Mr. Davis and ask him to raise some matters with him.

Mr. Davis: Thank you for coming.

Mr. Field: My pleasure.

Mr. Davis: I understand that after a strike you initiate a series of studies to follow the students. Perhaps you could outline the effects of what your studies have found with respect to the students who went through lengthy teachers' strikes. Especially, I would like your comments on the Haldimand-Norfolk strike and the Sudbury and Wellington strikes.

Mr. Field: The only study that I really can comment on is the one that followed the Sudbury strike. The commission does not automatically launch a study after every strike, but in connection with Sudbury an extensive study was done by a professor from Laurentian University, Professor Wilkinson.

Professor Wilkinson looked at all the first-year university students at Laurentian and compared the first-year results of the students who went through the strike in Sudbury with the students who had not been exposed to the strike, such as

the students from the Roman Catholic separate school boards or those from other jurisdictions.

He found that really there was no correlation between the results in the first year of university and the teachers' strike. In other words, the students who had been through the strike and had lost 56 days performed just as well in university as did the students who had not experienced a strike.

Mr. Davis: Mr. Field, why did the ERC decide to do an in-depth study in Sudbury but did not initiate an in-depth study in Wellington county where the present government allowed that strike to go on for almost 50 days or 49 days?

Mr. Field: It was close to 50 days.

Mr. Davis: Can you give me the rationale?

Mr. Field: Yes. There was a proposal brought forward by some of the professors at the University of Guelph to conduct a study, and the commission was asked to oversee the study. The University of Guelph professors put forward a proposal that was quite academic. I think the members of the commission felt that it would like to see research more relevant and more helpful in assisting the commission with the process of jeopardy, for instance. There was some kind of disagreement between the professors doing the study and the commission. I think the study did not go forward because the parties were not able to agree on the structure of the study.

Mr. Davis: Help me a little bit. In the study in Sudbury and in your discussions surrounding Wellington county, did you have any discussions about Haldimand-Norfolk?

Mr. Field: No, I am not aware of any research being done there.

Mr. Davis: How long were they out? That was a lengthy strike too. I believe.

Mr. Field: Yes, in excess of 48 days.

Mr. Davis: In your discussion, did anybody ask or suggest that you might like to see what happened to the students, for example, in the Wellington country strike or even the Sudbury strike, who were in grades 9, 10 or 11 and were not graduating, what effect it had on them? Did you do any studies on that?

Mr. Field: No, that has not been studied in depth.

Mr. Davis: Did you do any studies on the number of what I want to call general level students? All you studied were the academic students who, no matter what adversity they find in an educational system, usually cope. In the case of the students who suffered from the strike,

why did the commission not say, "Let us see what happens to the average student"?"

Mr. Field: Again, with the Sudbury strike, the research was suggested to the commission by the university. The commission itself did not undertake a study following the strike and did not do so following the Haldimand-Norfolk strike or the Wellington strike.

Mr. Davis: In effect, you really do not know the impact of a long teachers' strike on the academic abilities of students who are not going from their last year into university. You really do not know what effect it has on the student who is a general level student in grade 9 or the one in grade 11, and this a strike of 50 or more days. You have no study on what happens to those students who do not go on to university.

Mr. Field: I suppose it is difficult to measure that, Mr. Davis. When one compares the general level students, probably the borderline students, who obviously are the ones who suffer in a strike, it is difficult to compare what happens to them following a strike to determine whether that would have happened to them anyway.

There has been no in-depth study of it that I am aware of. I know the Ontario Institute for Studies in Education did a study on the drop-out rate following a strike. That has been looked at. Professor Watson did a study on the number of drop-outs following a strike; but to my knowledge, it has not been done elsewhere.

Mr. Davis: In the Wellington county strike, how many students left the school and never returned?

Mr. Field: I cannot answer that at the moment. I do not have those figures with me.

Mr. Davis: Can I have those figures?

Mr. Field: I will try to get them for you.

Mr. Davis: Can you also supply for me the number of students who transferred to other boards and remained with those boards to continue their education and did not come back to the Wellington board?

Mr. Field: Yes, I will get those from the Wellington county administration.

Mr. Davis: It seems to me that a need in society is to ask what happens to the student who was staying in the system when the strike affects him. I am thinking about basic level, the general level student. I am convinced that the teaching profession has a concern for those students too. I think we have to understand the impact that affects those students so that if there is something that is detrimental in the continuation of that

youngster's educational goal, then perhaps we can, together with those who are deeply concerned about the educational system, develop some program whereby those youngsters can still receive whatever is required by them so they do not fall by the wayside.

In that program in the Sudbury strike, which I believe was the first one of any length where the ERC said, "Let us do a study," I am having difficulty understanding why it studied the kids who were not going to be affected. I am having trouble with that.

Let me go on. You touched upon what is called a jeopardy hearing. Can you explain to me the criteria the ERC uses to decide what constitutes a jeopardy hearing?

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Mr. Field: I can look at some of the criteria. First, they are not spelled out in any kind of document. They are not something one can pick up and say, "Here are the criteria." Certainly the time of the year in which the strike occurs has an effect on a decision vis-à-vis jeopardy, as does whether it is a semestered system and whether the strike is at the elementary school level or the secondary school level. These are certainly things the commission looks at.

What can be done within the school year to pick up some of the time that is lost? What modifications can be made to the program? If you think of a school program as a target, in the middle of the target you have a group of material that must be covered; it is essential to the course of study and must be covered. Another ring around that target would be material that should be covered, that is probably desirable. A third ring around the target would be material that it would be nice if we could cover it, for the want of a better way of describing it.

After a strike, the administration and teachers look at this target and in realigning the material that is to be taught for the rest of the school year, zero in on the stuff that must be covered and probably cover most of the stuff that should be covered. Where modification is made in the program, it probably comes in leaving out or doing rather more lightly the material that it would be nice to cover.

Those adjustments are made to the program following a strike in many cases, if I may go back to my experience in Windsor, fairly successfully. There are other ways too, which not everyone agrees with, of using more of the slack time within the school year, perhaps using some professional development days, or instead of having the afternoon off to watch a football game

the students are in school for that afternoon. There are ways of picking up some of the slack following a strike.

I would be the first one to admit that in a semestered school, if there is a strike in the first semester one can look at the possibility of modifying the beginning of the second semester so that whatever loss of school time there has been is spread over two semesters. One can do that by adjusting the beginning date of the second semester. However, in the second semester, that is not possible. It is possible that jeopardy occurs earlier in the second semester in a school where there is a semestered system. The other side of that coin is that those students who are in the second semester have in the bank the credits they earned in the first semester. That is the way the adjustments are made.

Mr. Davis: Just for some clarification to help me: a student who is in the semestered system goes to school how many days for the credit? I know the months, but I do not know how many days it is.

Mr. Field: The normal requirement for a credit is the successful completion of a course that would normally be scheduled for 110 hours. How many days would depend on the length of the period in the school day.

Mr. Davis: Would I be correct in saying that a student in a semestered school would have roughly 100 days of class instruction to fulfil the mandate?

Mr. Field: It is between 90 and 100, I think. That is about right, if you had 70-minute or 75-minute periods. Obviously, the number of days to fulfil the 110 hours would depend on the length of the period.

Mr. Davis: If a student is out 50 days, he has lost one half of his semestered schooling system.

Mr. Field: Close to that, yes.

Mr. Davis: How much is mandated in the teaching course?

Mr. Field: The definition of a credit—I think I am right—is the successful completion of work that would be normally scheduled in 110 hours.

Mr. Davis: Right; but there is a section in the 110 hours that is mandatory, we expect it to be taught.

Mr. Field: Yes; it is the core material.

Mr. Davis: How many hours would that be?

Mr. Field: I cannot answer that.

Mr. Davis: Would I be correct in suggesting that it is roughly 60 per cent?

Mr. Field: I would not think it was that high.

Mr. Davis: It is lower than 60 per cent?

Mr. Field: It is probably 50 per cent. Most of the courses of study today have certain mandatory material and several options.

Mr. Davis: I was under the impression that the mandatory made up about 60 per cent of a credit course.

In effect, if I understand what you are telling me about what happens in a semestered school, what happened in Waterloo for those students who were on semester was that because there was a 50-day strike, they probably covered the core of the first semester, and that was extended into the second semester. In the second semester, the students probably covered the core; in effect, they probably did not cover those two other rings.

Mr. Field: Possibly, yes; or all of the other two rings. They may have covered some of the second ring.

Mr. Davis: I am sorry the minister is not here, because he has a responsibility in the process, which in my humble opinion he shirked in the Wellington county strike.

Mr. Reycraft: Which was almost as long as Sudbury's.

Mr. Davis: I was not around for Sudbury's, Mr. Reycraft, and I am not defending prior Progressive Conservative educational policy; I am telling you what the educational policy is now. When you and your colleagues in the Liberal Party understand that, you may do something with the educational policy your government is developing in this province, which is pretty lax and pretty ineffective.

Mr. Reycraft: You may find, Reverend Davis, it is not so easy to dissociate yourself from the previous government's policy.

Mr. Davis: You just watch, Mr. Reycraft.

Mr. Field: Mr. Davis, may I make this point about jeopardy and about the commission's role. One has to look at the problem the commission is faced with in a strike situation. On one hand, you have the collective bargaining process, plus the fact that strikes are legal and that most of us believe very sincerely that a solution developed locally is far superior to a solution imposed. Also, there are the interests and the rights of the student; there is the detriment to the student.

One of the most difficult situations the commission faces is trying to find the balance between its duty to the students and its duty to the parties and to the process. Not everybody agrees

with the commission vis-à-vis when jeopardy has occurred. There are some people who feel that jeopardy occurs in the first week; that if a student loses a week of school, jeopardy has occurred.

The other problem is that people see jeopardy in a much broader term than the legal sense of jeopardy which the commission is required to rule on. The commission is required to rule when in the opinion of the commission the completion of the courses of study is in jeopardy.

People look at the social problems related to a strike. The students are out in the community when they should be in school and there are undesirable social consequences of a strike, but the commission's responsibility is to determine whether the completion of the courses of study is in jeopardy.

The Acting Chairman (Ms. Hart): Excuse me. May I interject at this point? Is it the understanding that it will be 15 minutes and then a change, or half an hour?

Mr. Davis: Keep it going. That is the way we work.

The Acting Chairman: We started at four; are you close to completion?

Mr. Davis: Yes, I am close to completion. I will try to summarize the last question so I will get a response to it.

First, when I talk about a study, my understanding of a study—you do not have to comment; I just want to put this on the record—is that it would look not only at the impact on students but also at impact on teachers and on communities. There are tremendous impacts, impacts enough that are recognized by the ERC, because it sends in a team to try to help resolve some of the conflicts. A study has to be done which looks at that so we will have a better understanding of the totality of the impact of a strike.

My question, though, is this: on Wednesday or Thursday of the Wellington county strike, the member for Wellington-Dufferin-Peel (Mr. J. M. Johnson) asked in the House about a jeopardy hearing. The Minister of Education (Mr. Conway) got up and said there was no jeopardy hearing on that day. On Friday, one day later—or two at the most, but I think it was one—the ERC indicated there was now a jeopardy hearing. On Monday, the 25th, at 12 o'clock noon or at 12:30, Mr. Conway met the parties for the first time and personally indicated in a 30-second meeting that they were being ordered back to work.

Can you tell me why, within a 24-hour period, the ERC found that the people were in jeopardy?

Was it based on educational merit or was it because of political pressure?

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Mr. Field: First, there was not a hearing. To me, a hearing means you bring in interested parties. There was not a hearing; there was a commission meeting. I had been asked by the chairman of the commission the week before to provide the commission with a school-year timetable, and I was asked to make a recommendation in terms of when I thought jeopardy began. Let me say this about jeopardy: I do not think one can look at the thing and say, "On Monday, there was not jeopardy; on Tuesday, there is jeopardy." Jeopardy is a gradual thing.

I made a recommendation to the commission at the commission meeting that in my opinion if the sanction continued from that point on we would progressively be putting the students in more jeopardy. I made that recommendation at the commission meeting. I am not sure of the date, but I can check it for you. I can tell you for sure that the chairman asked me a week before to watch very carefully and to plot the days that had passed while the sanction was on. It was really done on my recommendation, which was supported to some extent by a presentation made by the director of education of the jurisdiction, who also presented in written form to the commission his idea of when jeopardy would occur. Our opinions as to when jeopardy would begin were fairly close, and the commission accepted my recommendation.

Mr. Davis: Thank you. I would appreciate the date, if you could provide it for me.

Mr. Field: Yes. I will provide you with the date of the meeting.

Mr. Allen: I do not want to pursue that particular line of questioning with Mr. Field. In the not-too-distant past I have reread the School Boards and Teachers Collective Negotiations Act, or Bill 100 as it is more commonly known. I have not convinced myself that there is any need for substantial change in it. Mr. Davis's line of questioning seems to presume that there might be some fairly straightforward and direct way—

Mr. Davis: On a point of order, Mr. Chairman: Mr. Allen is imputing motives to my intentions, and he has no right to do that.

Mr. Allen: I said "seems to presume." That suggests an observation on my part rather than a direct imputation of anybody's motives.

The Acting Chairman: Perhaps we can let him finish his observations.

Mr. Allen: I used "seems to presume," but you may think "implies" is a better word, or "I infer" might be even more accurate.

I infer from his remarks that there is a fairly straightforward and easy way to provide what he alluded to, namely, some kind of support system through a strike situation that would make it possible to maintain students without loss of knowledge, competence or what have you through that period. Unless one raises the fundamental question about the right of teachers to strike, it is in fact very difficult to accomplish that end.

At the present time, in almost every strike situation I am aware of, it is possible for students to do independent and private study in the school, using its facilities. Sometimes there are teachers who make themselves available for assistance; not always. But the moment you begin to put in place an alternative school system for the very pupils in question, you are engaging in what is technically known in the Labour Relations Act as strikebreaking, and you get yourself into more hot water than you were in at the beginning.

I am not entirely sure where that line of questioning really leads us. I go back to an aspect of the former government here. I hope you will not upbraid me for referring to this, because I thought it was rather a wise decision on its part. When the former government reviewed the bill in 1980 through the Matthews commission and reviewed the recommendations that came out of that, it decided on balance there was very little point in pursuing the recommendations because overall they could not substantially be seen to improve the situation.

The judgement still rests, I believe, in the light of the subsequent experience of the past six years, that the legislation had significantly improved the collective bargaining process; that the number of strikes in comparable periods since was fewer when compared with before; that with the exception of a slight blip in the system after the passage of the restraint legislation, Bill 179 and Bill 111, which very much exercised and exacerbated the situation vis-à-vis collective negotiations around wages and benefits—with the exception of that interference in the process there has been a pretty steady improvement.

We often forget that over 200 negotiating sessions take place every year.

Mr. Field: About 240.

Mr. Allen: The result is that 98 per cent of those are settled—I believe that is a fairly accurate statistic—without sanction from one side or the

other. In terms of the whole system, it really functions pretty well.

I would like Mr. Field to clarify for me what the upshot has been in the collective bargaining relationships of the various federations and boards around the province in the wake of the discussions around the technicalities of OECTA's bargaining position vis-à-vis the elementary secondary panels and, I guess by implication, with regard to the position of l'Association des enseignants franco-ontariens in a similar respect. Where do we stand in all that at this time?

Mr. Field: May I go back to a determination the commission made earlier in the year? It was after Bill 30 was proclaimed, but the actual application came prior to that. It involved the Cochrane-Iroquois Falls District Roman Catholic Separate School Board. Prior to January 1986, AEFO and OECTA bargained jointly with the board. In January 1986, OECTA and AEFO filed with the board to bargain independently of each other. AEFO wanted to bargain at two levels, the elementary and secondary levels.

We tried to get a resolution of the problem before a hearing was held on the application for a determination of good faith. We were unable to do so, but there was a hearing. Without going into great detail, the commission found, first of all, that AEFO and OECTA could bargain independently of each other. It also found that AEFO could bargain at both the elementary and secondary school levels.

When Bill 30 was passed, the problem then became who represented which teachers. In November 1986, the commission received a copy of an intent to negotiate filed by the OECTA secondary school teachers working for the Hamilton-Wentworth Roman Catholic Separate School Board. The problem then became which affiliate properly represents the secondary school teachers working for a Roman Catholic school board. To be quite blunt, the responsibility for deciding that rests with the Ontario Teachers' Federation. The Teaching Profession Act requires that each teacher in Ontario belong to the Ontario Teachers' Federation; it is what is called statutory membership. The same Teaching Profession Act gives the Ontario Teachers' Federation the responsibility of assigning its members to the various affiliates.

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There is a lot of disagreement about this. The OTF bylaws were not clear, at least as far as the commission was concerned. In view of the fact that the commission expends public funds to offer third-party assistance, it decided it would

be improper and maybe unwise to expend public funds until the commission was sure it was a proper relationship. For a matter of 10 days, the commission indicated it would withhold any services until this matter was cleared up.

On its letterhead, over the signature of Mrs. Wilson, the Ontario Teachers' Federation indicated to the commission that the Ontario English Catholic Teachers' Association is the proper affiliate and bargaining agent for those secondary school teachers teaching for a secondary school board. Before the commission acted on that letter, it made it available to the other people who were interested, the other affiliates. There was some disagreement from the Ontario Secondary School Teachers' Federation and from the Ontario Public School Teachers' Federation, which is the men teachers, about the OTF decision. I suppose OTF itself is really not in agreement internally with the decision.

However, since the Ontario Teachers' Federation had indicated to the commission that the Ontario English Catholic Teachers' Association was the proper affiliate, we immediately restored our services to those secondary school teachers under those school boards. It was a matter of about 10 days. The commission made its decision on November 25 to withhold its services, and I remember a memorandum dated December 5 that they were restored. There was really no great holding up of the process. It was just a matter of trying to get the Ontario Teachers' Federation to declare which affiliate represented those teachers or to which affiliate those teachers belonged.

Mr. Allen: There was nothing in that episode from the Education Relations Commission's point of view that was challenging the right of the OTF to make that decision, that determination?

Mr. Field: Absolutely not. As soon as that decision was made by the Ontario Teachers' Federation, we accepted that and provided our services.

With respect to the Cochrane-Iroquois Falls determination, not everyone agrees with the commission's reasoning or logic or its legal interpretation. I think I can say that the commission would have welcomed that determination going for judicial review. It did not, so the determination stands. We are administering it the way it was determined.

Mr. Allen: What is the unclarity that you saw in the OTF bylaw that led you to the course of action you felt was necessary?

Mr. Field: May I read from it? I have it here.

Mr. Allen: Has that been remedied since?

Mr. Field: Again, I am answering your question without passing an opinion as to who is right or who is wrong. This is not a matter for the commission; it is a matter for the Ontario Teachers' Federation to solve.

One of the problems is that teachers teaching all or a major portion of their assignment in a separate school or classes shall be members of OECTA. I suppose one of the problems is that a separate school by definition is an elementary school. If you look at the other affiliates, teachers teaching all or a major portion of their assignment in a public secondary school or classes shall be members of OSSTF. From the commission's viewpoint, it did not seem to cover secondary school teachers working for a Roman Catholic school board.

Mr. Allen: Does that interpretation, or that sense of unclarity, derive from what I think is the view of the commission that boards of education contain two school boards? Can you tell me the foundation of that interpretation? I have been puzzled, since learning that interpretation, what the legal or other foundation is for the precedent that establishes that point of view.

Mr. Field: Where can I start? After a careful study of the various definitions, the commission took the view that it had to reconcile three pieces of legislation, Bill 100, Bill 30 and the existing Education Act; and it came to the conclusion that Bill 30 provided a similar setup to a board of education. As you say, a board of education is two boards. It is a public school board for elementary purposes and a secondary school board for secondary school purposes, albeit it is the same group of people.

Mr. Allen: I did not say that. I was echoing your views on it.

Mr. Field: It is the same group of people.

The commission took the view that what Bill 30 did was create a Roman Catholic school board, which was a term that was not used prior to Bill 30. The commission's view was that within a Roman Catholic school board there is a Roman Catholic separate school board operating separate schools which are elementary schools, and a secondary school board operating the secondary school. That is kind of the basis on which it perceives the bargaining relationship.

Mr. Allen: Would you agree that part of the problem in that interpretation has to do with a prejudgement as to an interpretation of the implications of section 93 of the British North America Act and what was or was not given by

right to the separate school community persons through that arrangement?

Mr. Field: No, I am not aware of any relationship at all between the British North America Act and the commission's determination.

Mr. Allen: Looking at it as an outsider and not being totally involved in this whole process as you are, I guess it strikes me that the determination that the term "separate school board" necessarily means an elementary school operation could easily be seen as a view of the constitutional settlement which has prevailed in Ontario, but which has also been challenged from many quarters and, of course, was overturned in some respects in the last court judgement.

Mr. Field: What I said earlier is the commission would have welcomed a judicial review of this determination in order to get a court decision.

I suspect what will happen is there will be boards other than the Cochrane-Iroquois Falls board that will resist bargaining at two levels, and I rather suspect that we will probably go through the exercise again and eventually the commission's determination or a similar determination, should it make one, will be judicially reviewed. I think that is probably what will happen.

Mr. Allen: I do hope that happens and I gather you do too, because it will clarify a very murky area.

Mr. Field: Yes. The commission may be right or it may be wrong. It did the best it could under the circumstances. I would be perfectly happy if its decision was upheld, but I would be perfectly happy if the courts said one way or the other that the commission was either right or wrong.

Mr. Allen: Thank you very much. That was really the issue I wanted to clarify with Mr. Field in so far as we could. I know there are limits to clarification until we get definitive judgements.

Mr. Davis: Is the minister coming back.

The Acting Chairman: It is my understanding that he is.

Mr. Allen: I think we have given him leave long enough, don't you think, Mr. Davis?

Mr. Davis: I think so, although I do have one question that perhaps we can ask. It is just a question of information that has to do with finances. I have no more questions for Mr. Field. I have finished the area that I wanted to explore.

I certainly would appreciate an opportunity to ask Mr. Kennedy a question.

The Acting Chairman: Mr. Kennedy, could you please identify yourself for the record?

Mr. Kennedy: My name is Kennedy and I am the director of the school business and finance branch.

Mr. Davis: I neglected to ask you this when you were here the other day. In the transfer—I guess it is memorandum B-7—it states at the end that an archdiocese transfers to the separate school board a school building. It indicates that if there is an outstanding debt on it, it is not the intention to pick up that debt. Then it goes on, and right at the very end it indicates that there would be special consideration. Can you explain what you mean by that?

Mr. Kennedy: Yes. In the general legislative grants, there is a section that deals with assistance that has been provided to boards when the debt that they are incurring gets above a certain point. The 1986 B-7 memorandum, which talks about the sums that are eligible for special debenture assistance, really is a reminder to school boards that there is such assistance available. Basically what it does is, if the actual amount of debt a board has exceeds 0.216 of an equalized mill against its assessment, the ministry then provides assistance to that board to help relieve the debt on the ratepayers.

Mr. Davis: What happens if the school that is being transferred is transferred from an archdiocese to the local separate school board and there is a debt that has been carried by the archdiocese?

Mr. Kennedy: If the debt is associated directly with the school then it would be treated in the same manner, if the total debt of that board is in excess of 0.216 mills.

Let me give you an example. If the metropolitan separate school board were to take over such a property, before there would be any such assistance or before it became eligible its debt at the secondary panel would have to be something probably in excess of \$3 million.

Mr. Davis: Let me try to put it bluntly so that I understand. If the archdiocese transfers the school to the separate school board and there is a debt on the school which is the responsibility of the Roman Catholic Church, understanding that memorandum B says they will not get any grants for that, will money flow from the ministry directly to the archdiocese?

Mr. Kennedy: No.

Mr. Davis: There will be no money that flows at all?

Mr. Kennedy: Not to the archdiocese. There is nothing anywhere in the Education Act that provides for that.

Mr. Davis: I know that. Do you have memorandum B with you?

Mr. Kennedy: Yes.

I am trying to get for you the section that you are looking for. It is in there somewhere. I will let you find it.

Mr. Davis: Here is the section. It says:

"When diocesan properties are transferred to Roman Catholic school boards with the approval of the Ministry of Education, the ministry will not recognize any capital cost for grant purposes except for outstanding debts associated with the building, which may be considered for special debenture assistance."

Mr. Kennedy: Yes.

Mr. Davis: But that will go only to the school board; it will not go to the archdiocese?

Mr. Kennedy: No. The archdiocese, as I understand it, would get \$1.

Mr. Davis: Is that what is going to happen?

Mr. Kennedy: Yes.

Mr. Davis: What do you mean by "as I understand it"? Is that the rule?

Mr. Kennedy: That is the policy as stated in this area. With general legislative grants, which deal with the sums that are eligible for assistance, that is how that works.

Mr. Davis: What do you do with the religious orders that own property?

Mr. Kennedy: If a religious order owns a property and if there is a requirement for the use of that accommodation which is absolutely established as being necessary, assuming there is no other available accommodation—for example, in a board in the same jurisdiction which has available property—two alternatives could present themselves.

One is that the ministry would approve the leasing of that accommodation by that separate school board, based on the regular financial arrangements which all boards can enter into in that case, if in the allocation process of capital fund it is clearly established that the particular property meets the requirements and the standards that the ministry would set. If the board wishes to purchase it, assuming a capital allocation is provided, then it would be allowed to purchase that property.

Mr. Davis: Just to confirm it with the minister, is that his understanding, that there

would be no transfer of funds to the archdiocese when there is a transfer of buildings?

Hon. Mr. Conway: Oui.

Mr. Davis: Two of my colleagues have a few questions for the minister. I will step down and let them continue.

Mr. Guindon: I would like to thank the reverend member for being so kind.

Hon. Mr. Conway: I want the the member for Cornwall to know that the reverend gentleman, the member for Scarborough Centre (Mr. Davis), has been a model of magnanimity throughout these estimates.

Mr. Villeneuve: When did he change?

Mr. Guindon: I would ask the minister if he still has a commitment to French-language education in this province and what is the commitment of the minister and the ministry.

Hon. Mr. Conway: I believe the government has a strong commitment to our francophone population. Certainly in education we have taken historic steps in the last 20 months in areas that the honourable member knows well. Not the least of those steps is the enactment, with the assistance of the Legislature, of minority language governance, which has for the first time enshrined the principle that francophones in this province will have exclusive jurisdiction over schools and programs. That is being implemented at present.

Projet de loi 8 has also been enacted. The honourable member knows, as does the squire from Moose Creek, what that means in terms of the francophone population in Cornwall, Stormont and elsewhere in the province. I believe the answer to be yes. I think there have been important measures taken in the first 20 months with the new administration to give effect to that. More, of course, will be done, as the honourable member will realize.

Mr. Guindon: The concern I have is with Bill 75. You will remember in the committee we had to move pretty fast at the end because of time. My concern is about the statement you made at the time when you mentioned your commitment to French-language education. You told the media in that statement that you were going to create a committee to look at French-language boards across Ontario, and you immediately went out and said it was only a commission that was going to be looking into this but the implementation would probably never happen. Would you comment on that for me?

Hon. Mr. Conway: Yes, I would be happy to. We discussed a bit of this the other day. The

commitment to analyse and study regional French school boards across the province arose in this room under cross-examination from your colleague from Scarborough Centre, and particularly from the member for Hamilton West (Mr. Allen). I simply indicated that it was government policy to establish a French-language school board in the national capital area, recognizing some unique characteristics of the national capital area, and it was not the policy of the government to go beyond that. But it was certainly my view that the wish of the committee ought to be accommodated.

It was strongly indicated that there was real interest in analysing what would be involved in establishing French-language boards on a regional basis elsewhere or throughout the province. I gave a commitment to do that. I said at the time that I would proceed after the Roy committee had finished its work in Ottawa-Carleton. To be honest, that took a little longer than I expected. When we were talking about this last June or July, I thought we would have the Roy committee report in October or November. It turned out to be January. Over the next 18 to 24 months, that study will be done.

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The other thing that I think is important is that in the very near future we will be making decisions about what will be required to put the French-language board in place in Ottawa-Carleton. That is going to be very important work. I know that anyone living in Cornwall, Glengarry or Stormont will look to that development with real interest. That, of course, will be done for the fall of 1988, and a lot of work has to be done to get that in place. I am not minimizing that for a moment.

Mr. Guindon: Can you tell me why you would not be interested in applying it, at least for the moment, to school boards right across Ontario? Is there a specific reason?

Hon. Mr. Conway: There has been a government decision made by me as the minister in consultation with my colleagues in the cabinet. Ottawa-Carleton is an area where there has been long debate over many years. We have four school boards officially on record there for some time as endorsing the concept and the principle. There was a commission some years ago which recommended it for Ottawa-Carleton. It is an urban community of 600,000 to 700,000 people with a substantial number of francophones.

I may get Mrs. Carrier-Fraser to correct me, but I think the Roy committee identified something like 18,000 French-as-first-language stu-

dents in Ottawa-Carleton. There are a number of factors that, in my view, made the situation in Ottawa-Carleton, the national capital area, unique. We made a commitment to enact Bill 75 to provide minority language governance elsewhere in the province and in Ottawa-Carleton to establish a French-language school board, and that is in the process of being done.

It is going to be very important that we do that wisely and well. That is going to take a lot of creative energy over the next 17, 18 or 19 months. I believe it can and will be done well and on time.

Mr. Guindon: I will change the subject for the moment.

Hon. Mr. Conway: I should add, if I might, that Prescott-Russell has also been a concern. The member will know about that, because we have talked about it. I know his colleague the member for Stormont, Dundas and Glengarry (Mr. Villeneuve) has a concern too. There are conditions in Prescott-Russell which are also unique.

I have asked a superintendent from the Stormont, Dundas and Glengarry board, Marc Godbout, whom I think you know, to head a three-person group to look at how we are going to proceed, given Bill 30 and Bill 75, to ensure representative and stable governance for school purposes in Prescott-Russell. We have talked about it, and you know the special circumstances in that region. I want to make sure that whatever we do in communities such as Prescott-Russell we do well and do it in the best interests of the students, teachers and the whole educational community.

Mr. Guindon: On a similar matter, why would your ministry appeal the Sirois decision in Penetanguishene?

Hon. Mr. Conway: Again, there were a number of factors. There was consultation with the Attorney General (Mr. Scott). One of the concerns had to do with the fact that when the decision was handed down, it was handed down after Bill 75 had been enacted. There was a concern within the Ministry of the Attorney General, and certainly in the Ministry of Education, whether Bill 75 met the concerns that had been identified within the judgement.

We felt that it did, but the fact that the judgement was silent on the passage of that very important minority language governance legislation was one of the factors. We wanted to know whether what we had done as a Legislature in passing that important legislation addressed

some of the concerns that were raised in the judgement.

Mr. Guindon: I do not know if I quite accept that answer. Is not Bill 75 the main aim of what Judge Sirois has recommended? Let us face it, the French-speaking people, or francophones—call them what you want—for the past 100 years have been having to go to court. Every time they want to get a little bit that is where they end up, and they win. Now I feel that your ministry or your government, whichever, is not acting in good faith by appealing that decision.

Hon. Mr. Conway: I am going to ask Mariette to take—not the stand again. While she does that, I just want to say that we did not appeal lightly. I was concerned about the impression that this might create, but from our point of view we were faced with the reality that Bill 75 had just been enacted giving very significant new rights in Ontario law to francophones in this province, but the judgement that dealt with this area was silent on whether the legislation that had just been passed addressed a number of the concerns that were raised in the whole case. Mariette, do you want to comment?

Mr. Guindon: Is Mrs. Carrier-Fraser under oath?

Hon. Mr. Conway: Oh, non, mais non.

Mrs. Carrier-Fraser: I do not have to be; I never lie.

Mr. Guindon: I do not want to answer that.

Mrs. Carrier-Fraser: Another aspect of the judgement that was not clear in the interpretation we had to make was that the judgement said "equivalent or equal facilities." Basically, that is even a greater problem, because if equivalent facilities means that if there is a school population in one school of 130 pupils and then in the next school there are 500 pupils, one for minority language and one for majority language, are you to provide exactly the same facilities and the same services? This is not clear in the judgement itself. That is one of the things the government felt it wanted to get clarified because it had an impact on other situations across the province. That is one of the aspects of the judgement that needed to be clarified.

Mr. Guindon: Is the judgement going too far?

Mrs. Carrier-Fraser: We do not know how far it goes because it is not clear.

Hon. Mr. Conway: I do not have the dossier with me, but we can certainly follow up with you, Mr. Guindon. We felt we needed some clarification in the light of the passage of Bill 75,

and these issues of equivalency and how they might impact on local school boards making decisions, whether they be anglophone or francophone.

Mr. Guindon: Is it a question of cost then?

Hon. Mr. Conway: The grounds for the appeal were essentially clarification of what the judgement intended, and in one of those areas did Bill 75 address some of the concerns? I do not remember the chronology, Mariette, but the judgement came down just after Bill 75 was passed here.

Mrs. Carrier-Fraser: There was just a few days difference.

Mr. Guindon: I have just one more question while the assistant deputy minister is here.

French textbooks seem to be a problem. They seem to be more expensive. To my knowledge, some school boards keep telling us that they have a budget per pupil and it is more expensive to buy French textbooks than to buy English ones. Is that correct?

Hon. Mr. Conway: I will let Mariette deal with the particulars of French texts. I mentioned in the committee the other day that there has been quite an extensive review of the whole textbook and learning materials policy of the ministry. It is about to be concluded, and I expect very shortly to be announcing some things in that area.

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Mrs. Carrier-Fraser: As far as the use of French-language texts in the schools is concerned, they are more expensive than English-language books because the market is more limited, so the publishers have to sell them at a higher cost to even break even. Over the last number of years, the government has provided additional per pupil grants, which can be used for the purchase of French-language textbooks and things of that nature. It has recognized all along that French-language texts are more expensive.

Mr. Guindon: Is it because we are buying them out of province?

Mrs. Carrier-Fraser: No. Quite often they translate an English-language textbook, say, in mathematics, being used in an English-language school into French for use in a French-language school. They adapt it. In view of the additional cost of translating that text, when they do have to sell it, they have to sell it at a higher cost, since it is such a limited market. In the English-language secondary schools across the province, they could sell thousands of texts.

If you look at French-language programs—for example, take an Ontario academic course, grade

13 mathematics—across the whole province there are 300 or 400 students registered in those programs, or probably more than that, but the market is so limited that they have to sell them at a higher cost to break even.

Mr. Guindon: Thank you for the answer. I do not quite agree, but I am not going to pursue that any further. I would like to ask for eastern Ontario, especially for Stormont, Dundas and Glengarry, what is your program in computers?

The Acting Chairman: Mr. Guindon, you have had an extra five minutes now. You said, "One more question."

Mr. Guindon: I know, but we waited for the minister for three quarters of an hour.

Hon. Mr. Conway: I have a particular sensitivity for my colleagues from east of the Trent River.

Mr. Villeneuve: Is that where it starts?

Hon. Mr. Conway: Perhaps the Ganaraska would be a better line; I do not know. I do not have that material with me, but I will certainly be prepared to supply it to you.

Mr. Guindon: Thank you.

Mr. Allen: If Mrs. Carrier-Fraser would stay there, I would perhaps have a question or two on the same subject.

I think what you said is certainly true; there is more cost built in and the smaller market does create the result. I want this to be clear and I am sorry Mr. Guindon has gone, but Mr. Villeneuve will carry the message back to him. I gather you are not implying that means that the ministry would access a smaller supply or it would make texts less accessible to the French schools in the province by virtue of the fact that there is a limited market and that it is more costly to translate the books and therefore they are more expensive?

Mrs. Carrier-Fraser: What do you exactly mean by "access"?

Mr. Allen: You are not saying that the additional cost precludes your providing equivalent textual resources for French students in the province?

Mrs. Carrier-Fraser: No. If you had asked that question about 15 years ago, I would have said that the French-language schools do not have the materials, the textbooks and so on, but there has been a great improvement and additional funds have been provided by the government for publishers to adapt and translate texts to be used in French-language schools. We do not have quite the same supply, but it is almost the

same. Really, there is a good catch-up program and it is working quite well.

Mr. Allen: Do you find the allocation of the ministry for supplying French texts and other equipment for the French schools adequate from your point of view?

Mrs. Carrier-Fraser: The boards do not get grants for textbooks.

Mr. Allen: Okay. Can I ask if you feel the level of expenditure in the province on textbooks for French schools is adequate?

Mrs. Carrier-Fraser: I do not know whether it has ever been broken down to a comparison of the amount of money being spent in French-language and English-language schools.

Mr. Allen: Would it be possible to do that on a per student basis in each system in the French and English public schools, for example, and the English and French separate schools?

Mrs. Carrier-Fraser: I imagine the school boards might have that type of information on the amount of money they spend on textbooks, but I do not know whether we have it. I would have to check with Duncan Green. He might have it.

Mr. Allen: Would there be a way for us to access that kind of information?

Mr. Green: I think there is a way. I am trying to recall my board days. It struck me we were asked to prepare our textbook expenditures in the two language groups, basically to lobby the ministry on occasion, if the minister will forgive me, about the differential cost between the two programs, to emphasize whether the additional grant for French-as-first-language students was adequate for all the needs those students generated. I do not know whether our ministry report contained those. It might be necessary to acquire a sampling from boards, if that would be sufficient.

Hon. Mr. Conway: We will see what we can do.

Mr. Allen: Clearly, if we are going to follow up any interpretation that is provided in the courts of equivalency of education, we will have to have ways of measuring that. Obviously, among those will be expenditures per pupil on textbooks, equipment, facilities and the whole range of educational provisions. That is the reason I asked the question.

I just note as I leave that question that Mr. Guindon and Mr. Villeneuve would be very interested in having a reference to the courts of the phrase the ministry uses in a lot of its literature, namely, "equal opportunity for educa-

tion," to get as clear a reading on that as we will get in the Marchand case of the equivalency phrase "an education equivalent in all respects to that provided by the board to English-speaking students."

Hon. Mr. Conway: If you live in Moose Creek or Madawaska, you understand that opportunity is very—

Mr. Allen: Clearly, we have used that language for a long time in this province; yet we all know there are very substantial disparities across the province that remain to be addressed. One hopes the court case will move us at all levels towards a greater equality of educational opportunity.

Mr. Green: It might be useful to supplement the textbook discussion with the fact that there are two other sources the ministry uses to endeavour to reinforce access on the part of French-as-first-language students to materials, that is, the support the ministry gives to the Centre franco-ontarien de ressources pédagogiques in Ottawa, which produces such materials, and the support it gives to the French-language fund, which is directly aimed at publishers who would produce materials that ordinarily they might not consider because of the smallness of the French market.

Mr. Allen: Yes. We have an item in our estimates for the Centre franco-ontarien de ressources pédagogiques.

Before I get on to that, I have just a footnote to the minister, if the assistant deputy minister does not mind sitting there for a minute. It is germane to what we were saying.

Would the minister also provide the committee with information as to whether provincial textbook spending per pupil has been turned around? For some time, we have had the Canadian Book Publishers' Council analysis of textbook expenditures per pupil in various systems across the province. You will be familiar with that and will remember that from previous Education estimates. Most recently, the spending analysis for 1984-85 has been completed.

It is interesting to read out the figures, because they are pretty striking. They range from Alberta with \$43 per pupil; Prince Edward Island, \$43 per pupil; Newfoundland, \$41 per pupil; Manitoba, \$40 per pupil; Nova Scotia, \$27 per pupil; British Columbia, \$25 per pupil; New Brunswick, \$22 per pupil; Saskatchewan, \$22 per pupil; to Ontario, \$18 per pupil.

Over the few years that I have been familiar with that analysis by the Canadian Book Publish-

ers' Council, Ontario has remained significantly and substantially in last place.

I wonder whether the minister has any update for us since his government took power or whether there is any new analysis his ministry has conducted that gives us some different answer.

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Hon. Mr. Conway: I can give a short answer and then I will be quite happy to supply more information.

Looking at the Ontario school board expenditure per pupil in 1983, 1984 and 1985—and I will supply this in letter or memorandum form—in 1985, the school board per pupil expenditure on textbooks was \$18.46, up about \$1 from the year before, when it was \$17.49; library materials, \$9.65; other learning materials, such as computer software, \$20.96; for a total of \$49.07.

Mr. Allen: That builds in some other learning material costs, which makes it difficult to make a direct comparison. Can you provide us with more precise and up-to-date statistics on that?

Hon. Mr. Conway: Yes. I am sure you have been lobbied as others, including the minister and the ministry, have been lobbied on this subject for some time. That has been a fairly heated debate over the past number of years. It has been reviewed. As I said earlier to Mr. Guindon, I am concluding that review and hope to have something to say about it in the not-too-distant future.

As you know as well—and Duncan Green can help here—it was about 20 years ago, in 1967, when the ministry changed its policy with respect to the allocations provided to school boards. They used to be targeted and then they were uncoupled. Someone can correct me if I am wrong, but it was about the late 1960s when it was simply built into the general legislative grant and school boards were essentially left to make their own judgements about what decisions would be appropriate. That has led to the debate that some boards spend more on texts than other boards which spend more on other learning materials.

I will supply further information by memorandum or letter very shortly.

Mr. Allen: Does the ministry have a policy with regard to purchases through local bookstores of reading materials of any kind?

Hon. Mr. Conway: David, do you want to comment on that?

Mr. Kennedy: Our policy is that the textual material has to be Canadian authored and

published by Canadians. There is no direction as to where the board should buy, other than that it meets those two qualifications; and if it is a textbook listed in circular 14 that is purchased, it would be a title or titles chosen out of those selections.

Mr. Allen: Could I suggest to the minister that he examine the policies of the Quebec government and the Quebec ministry in this respect?

As the minister may know, the question of maintaining local bookstores in many parts of the province is a very difficult one for the population at large. Therefore, questions of volume and so on become pretty relevant to local booksellers. It should be a matter of concern to the minister that local bookstores thrive and be available to local communities as supplementaries and as another learning dimension for the local community beyond the local school. If he could do anything to facilitate that, I am sure he would want to.

The question arises whether a certain proportion, not necessarily of formal textbook expenditure but the additional books that are used in the school and purchased for the library, might not be accessed through local bookstores in such a way as to enhance their ability to maintain their own local service to the community. Might I recommend that to you and perhaps get back to you again on it?

Hon. Mr. Conway: The answer is yes. I will say parenthetically that the assistant deputy and I always like to have help in our efforts to keep bookstores alive and well. We do our best personally, and I know others do.

Mr. Allen: I do not know Mr. Green's reading habits, but I see the minister from time to time supposing to be engrossed in question period but obviously finding another escape through yet another book.

Hon. Mr. Conway: I have a wonderful doctoral thesis done at Harvard in 1971 or 1972, published by the University of Toronto Press. I hope you got some of the royalties from my purchase.

Mr. Allen: I hope so too.

Hon. Mr. Conway: And a very fine book it is.

Mr. Chairman: I am sure it must be. I have not written one yet, so we cannot talk about it.

Mr. Allen: Would the assistant deputy minister respond in a general way to the question as to whether, across the province, there are many French schools that face the space difficulties and the permanency problem that l'Ecole Monseigneur de Laval finds itself facing in Hamilton? Is

it an unusual situation or is it common among the French schools?

Mrs. Carrier-Fraser: Offhand, I do not know of any other area in the province where you have a French-language separate school board leasing the space from a public board to operate its French-language schools. It is the only one I am aware of right now. There might be others, but if so, they have not come forward with their problems.

Mr. Allen: Are you aware of any breakthrough in the problem the Monseigneur de Laval school has faced? It has been in the present school for two years and its lease is running out; the separate board knew that and apparently did not either ask for much clarification or put much pressure on the public board to change that. It assumed either that it would happen more or less by itself or that it might get a school of its own, a new school that would relieve its own population pressures. The school has really found itself caught betwixt and between the two boards at this point, with apparently not much action on either board's part to resolve its problem, and facing a move at the end of June.

Do you foresee a breakthrough in that? If there is not a breakthrough soon, is there not finally at some point some action directly required of the ministry to respond to that situation?

Mrs. Carrier-Fraser: I know there is a request from the separate school board and the French-language education council members to meet officially with some representatives from the Hamilton Board of Education to discuss the issue, and it is being raised at the board of education next Wednesday night, February 11, to further discuss the situation.

As for the ministry getting involved in it, I have met with the two boards to find out if they could possibly get together to look at the situation and arrive at a solution of some kind, but as for direct involvement and directly ordering the board to do that, I do not think it is within the ministry's prerogative or possibilities or powers to do that. Negotiations have to take place between the two boards.

Mr. Allen: Does the minister not oblige the boards of the province to provide space for those children who in fact present themselves to be educated under the terms of the Education Act? If space is not forthcoming from two boards in a given locality, and in particular the one board that has responsibility for the students, namely the separate school board, then what happens? I ask that of the assistant deputy minister or the minister.

Mr. Green: The board does have an obligation to provide accommodation. The ministry's role in the current situation is presumably to assist those two boards—and there is another agency that may be involved here as well—to come to their own resolution of an issue. Ministry-imposed solutions are not often very welcome.

I do know that individuals in the central Ontario region office have been available to those two boards in their discussions. I am uncertain as to whether the planning and implementation commission has had any role in this at all; I suspect not, although it may seem to be a familiar kind of issue. Basically, it would be the regional offices endeavouring to bring the boards together to resolve their own problems.

1720

Mr. Allen: I understand the problem of trying to lever schools from board to board through the ministry offices, but I also wonder how far an impasse can be allowed to develop, from the ministry's perspective, when children, their education, the facilities that house them, etc., are at risk and there is no alternative coming on site.

For example, even though there is more space in the public system on the Hamilton Mountain than there is in separate schools on the Mountain, none the less my understanding is that it would be possible to take one school—I believe it is St. Vincent de Paul—which has about 70 students in it now, most of whom are bused there at this point and who could be distributed in the other separate schools on the Mountain, leaving only a small core to be bused in similar fashion to those facilities as well, who would otherwise have thought of this as a community school, and free that school for this ongoing, large and growing French school on the Mountain in Hamilton.

In circumstances like that, what persuasive powers do you have if we find ourselves going through March and into April and getting very close to the end of the school year and still there is no solution?

Mr. Davis: Local conditions, local solutions.

Hon. Mr. Conway: The member for Scarborough Centre intones, "Local conditions, local solutions," and to a real degree he is right. There are things we can do. We can try to create a climate through our regional offices or others to facilitate. Through the capital grant plan, we can see if we cannot address some of the immediate or longer-term pressures. Through the leasing and sharing provisions of the regulation, we can move some space around.

David and Duncan and others can comment that these kinds of space questions are going on all the time throughout 170 school boards in the province. Some get settled more quickly and more amicably than others, but there really is not a better way than the board sitting down with our help, sometimes moral, sometimes moral and financial, to see what can be done.

Mr. Chairman: We are going to have to move on. I gather you are working on 20-minute groupings and Mr. Villeneuve, I gather, has been sitting patiently.

Mr. Villeneuve: Let me say to the minister in passing, your appeal of the Sirois decision in Penetanguishene is sending a very mixed message to 500,000 Ontarians of French expression. It is very difficult to try to explain, and as you have just said, a local situation merits a local solution. The local solution was handed down by a judge and the hierarchy decided to appeal it.

Hon. Mr. Conway: But as you know, it is not uncommon for decisions to be appealed. Dare I say that this week? I do not want to provoke my friend the member for Scarborough Centre. I say to the member for Stormont, Dundas and Glengarry there were important issues that we felt, on the advice of the Attorney General, had to be clarified. I repeat, I did not take the decision lightly. I was quite aware of what the decision to appeal might look like to a community that we feel, as a government, we have taken important positive steps to encourage via Bills 75 and 78.

I can appreciate how people view this as a mixed signal, but from our point of view there were very important issues that had to be clarified, such as the equivalency question and the impact of the just-passed Bill 75. I am not a lawyer and I do not want to get much further down the road on this than that.

Mr. Villeneuve: I am not a lawyer either, and I guess maybe that is why I am mixed up as well. I understand those lawyers are not.

Mr. Davis: I do not know about that. You might want to look at the Attorney General.

Mr. Chairman: It is a strange myth that I think is only promulgated by lawyers.

Mr. Villeneuve: There is something more recent, minister. You, I believe, or someone high up in your ministry has announced this week that your ministry intends to send guidelines to local school boards regarding the teaching of AIDS prevention in the schools. Can you please alleviate some of the concerns that some teachers have expressed to me since this came forth? Where does it start? Will there be different

instructions to separate schools versus public schools? Who will do the teaching? Will it be forced upon teachers? Will you clarify that for me, please?

Hon. Mr. Conway: I very much appreciate the opportunity. Let me just say that from my own point of view—and I think I speak for a lot of people in this connection—the AIDS virus represents a very serious medical and social concern for our contemporary society. Furthermore, the best information is that education is the absolute key to preventing a spread of this killer virus.

We, at the ministry, and I as minister, certainly feel that our young people in schools must be provided with every opportunity to be instructed in this area. We have decided that students in Ontario schools, in the course of the five or six years between the grade levels of 7 and 13 will receive, as part of their health education, instruction in the AIDS virus, its nature and its prevention. We are at present revising our health and physical education guidelines, which incidentally have already, over the past number of years, dealt with sexually transmitted diseases and with drug education. We are in the process of revising those guidelines to ensure there will be instruction in this area of the AIDS virus.

The implementation of that will be done by educational and health professionals at the local level, with every regard to the obvious importance and sensitivity of that subject area. Of course, there will be every effort made to ensure that the information is presented in a very sensitive fashion. It seems to me information about this must be conveyed to young people. It is absolutely critical.

Mr. Villeneuve: I agree. Many of our teachers feel somewhat ill equipped to be the vehicles to transmit this information. Could you possibly help us a little bit there?

Hon. Mr. Conway: Again, it will be up to the local boards to decide how they want the program to be implemented at the local level. For example, we have under the leadership of the Minister of Health (Mr. Elston) a public education panel on AIDS, and it has been working over the past number of months preparing, for example, this kind of fact sheet. I will be happy to provide a copy to the committee. Some of you may have seen it. This was prepared and disseminated to all the schools about a year ago. We have had experience in some of these areas over the years, and I am quite confident that education and health professionals working at the local level are going to be able to do this effectively.

Mr. Villeneuve: The other concern that was expressed to me specifically—and I do not know how right this is—was that the homosexual community appeared to be more subject, prone or whatever to this particular disease. Will that be explained to students as well?

Hon. Mr. Conway: Our guideline will set out the parameters and the framework of the approach, and it will be again up to professionals at the local level to develop and present the information as best they see fit. The epidemiology with respect to this virus is most interesting. I do not know whether, for example, any of you have read the cover story on this month's Atlantic Monthly magazine. It is a very interesting article. I recommend it to your attention.

1730

Mr. Villeneuve: According to the now amended Human Rights Code, some teachers see a problem with even mentioning the word "homosexual" in the classroom. Do you see a problem there?

Hon. Mr. Conway: Again, we have professional teachers in this province, and I have every confidence they are going to be able to deal with this as they deal with sexually transmitted diseases, as they deal with drug education and a variety of other sensitive issues.

Mr. Villeneuve: These are sensitive issues and always have been. However, we have now, due to in an amendment to Bill 7, a situation where we have to handle it even more with kid gloves.

Hon. Mr. Conway: I do not see a relationship between the recent amendments to the Human Rights Code and this particular part of the health education program. But I repeat, I think it is very important that we recognize prevention and education are the key to preventing a spread of the virus.

Mr. Villeneuve: Here is a scenario. If someone took a teacher to task under the Human Rights Code regarding discrimination, regarding something that was said in class, what would the ministry's position be in a situation like that?

Hon. Mr. Conway: We have structures in place to deal with a variety of situations that arise from time to time. Under the Human Rights Code, or recent amendments to the Human Rights Code, I do not think this kind of instruction is going to occasion any special mechanism or any new structure. It is important and it is sensitive. As has been amply demonstrated over the years, our professionals, with effective leadership from the ministry and from

the local school board, are going to be able to ensure that this kind of instruction is provided carefully and effectively.

Mr. Villeneuve: In your guidelines to boards of education, homosexuality would not be considered a lifestyle? Do I read you well?

Hon. Mr. Conway: I will be happy to share the guideline. Within a month or six weeks, we should have a copy of the draft guideline which will be circulated to school boards for validation and comment. It will come back to us for final determination and then for application to school boards in the fall of this year, we hope. I will be happy to share that with you as soon as it is ready.

Mr. Villeneuve: From what I have heard from a few teachers, not many, it is a very grave concern to them. I guess maybe once you get it going, it will work. I agree information has to be disseminated in the schools and it has to be done in a very delicate fashion.

Hon. Mr. Conway: Again, that is why the guideline will be drawn in a reasonably broad fashion, so that boards can have room in which to make judgements about what they see to be the most effective policy implementation at the local level. My objective is that this is a very serious and immediate medical and social concern and I want to ensure that young people in the schools know what this virus is and how it can be best prevented. That is the objective that I want achieved. I am quite confident we are going to be able to do that, working with professionals in the education and health community and with local boards and those people at the board level who provide the leadership for policy implementation at the local level.

Mr. Villeneuve: I appreciate what you say, but I know that some of the school boards feel they are vulnerable at this point as well and are looking for guidance. I hope the guidelines that are provided by yourself and your ministry are not so broad as to say nothing.

Hon. Mr. Conway: That is the challenge in all of this curriculum development.

The former chairman of the Scarborough board might have a view. Quite frankly, I would appreciate the advice of members, particularly my friend the member for Stormont, Dundas and Glengarry (Mr. Villeneuve).

Mr. Allen: I have a point of interpretation. Is the minister saying the challenge is to be so broad as to be—

Mr. Davis: That is what I thought he said.

Hon. Mr. Conway: No. I did not mean to suggest that. I am glad Dr. Allen drew it to my attention.

It is to find a good balance and a framework that sets out clear objectives but provides school boards in Kenora, Cornwall and Scarborough with the kind of room and flexibility they want. We can mandate a lot of things, but I want to ensure that in downtown Eganville or in Bracebridge they are going to be done. That is why we want boards to have the room to manoeuvre within the framework that we have established.

Mr. Davis: May I just pick up something? I have some other questions, and the chair will certainly cut me off.

You are well aware that from the way the guidelines for health education in the province in grades 7, 8 and 9 are now set up, they allow an individual school board or an individual teacher, basing his teaching experience on the sensitivity of the nature of sexually transmitted diseases, for example, to decide whether the students in that class in grades 7 and 8, understanding their ages would be 10, 11, and 12 and maybe 13, are capable of dealing with that kind of issue. It is not mandatory; it is not obligatory that they do it. Most school boards do it in grade 9. In grade 9, the teachers to deliver it are the physical education and health teachers, who are specialists in that area.

Will you be providing funding for the training of elementary teachers if they are going to move in that direction or will you still allow the teacher to decide whether the matter of the health instruction on AIDS should be taught in grades 7, 8 or 9? How will you deal with the hundreds of students who are already now in grade 10 and who are not going to take any more phys-ed courses, because they have already done their requirement for the Ontario Schools, Intermediate and Senior Divisions curriculum guideline?

Hon. Mr. Conway: We are going to begin this fall. We may miss some people in the process.

Mr. Davis: But there are a lot.

Hon. Mr. Conway: We have to begin somewhere. We are going to begin this fall. I recognize there may be some people who will be missed in the process, but my point is that I want to ensure that we have a guideline that provides an opportunity for those young people at some point through their grades 7 to 13 years to learn what we know about this virus and how it might be prevented.

Mr. Davis: What you are saying is that those students are already there and they will have to work something out. Would the guideline be permissive and would it allow school jurisdic-

tions to make a decision on whether they teach it at grade 7, 8 or 9?

Hon. Mr. Conway: It is certainly going to be—

Mr. Davis: The same as it is now.

Hon. Mr. Conway: It is going to be flexible. Obviously, the kinds of instruction that one would provide a grade 7 or grade 8 student is not the kind of instruction one would provide to a grade 12 or 13 student.

Mr. Davis: You are playing games. You know and I know the number of grade 10, 11 and 12 students who are going to be taking that course are going to be few and far between, because most students do their one-credit mandatory phys-ed course in grade 9 and get it over with. Most students do it then or it is done by grade 10. You are really not going to be dealing with grade 11 and 12 students; you are going to be dealing with grades 7, 8, 9 and 10.

All I am asking is, when you send those guidelines down, are they going to be the same permissive guidelines now dealing with sexually transmitted diseases which leave it up to the jurisdiction of an individual teacher to make the decision when he will introduce that subject matter, or will you simply say that, as of grade 9, these areas must have been covered, or it must be covered in the first course in phys ed at the secondary level?

Hon. Mr. Conway: There is going to be latitude and flexibility for the local boards to make those decisions. The point I want to make and repeat is that at some juncture along that way there is going to be an opportunity for an Ontario student to have instruction about this killer virus.

Mr. Davis: Okay. That answers my question.

Hon. Mr. Conway: Duncan, do you want to add anything?

Mr. Green: It might be helpful to talk a little about the style of teaching that is applied in this arena. It will take only two sentences.

Frequently, when we talk about sending out material and guidelines, we think of teachers telling classes what happens. The style that is most prevalent with this kind of teaching is to use an anonymous question box. The kids put the questions in, and one deals with the questions that have come from the students. There is a lot of scope for sensitivity in dealing with the contents of a question box in that fashion and a lot of ability to deal with the issues that are at the top of students' minds. It does evolve in a lecture process, but there is something about the

methodology of teaching that also has to be considered.

1740

Mr. Davis: For the minister's information, he might wish to look at the Scarborough board's policy in delivering health in grades 7, 8 and 9, with the guidelines that were revised about three years ago. In that case teachers do not move into that process until they are first sensitized through a value system so that an ethical dimension is added to those teachings and the parents are informed that the teaching is taking place so that they can withdraw their children.

It is not enough simply to say we are going to put a question box there. The kind of guidelines that may be appropriate are the kind where a teacher becomes sensitized. That does not mean they are not, but one of the most difficult things for a teacher to teach and to provide instruction in is the whole issue of sexuality and courses in that area. It is as difficult for a teacher as it is for a parent to tell her own child about these things—for many parents; I should not say all. That is an area that needs to be examined.

Hon. Mr. Conway: Just two things. The member for Scarborough Centre has made an excellent point. In some ways, he has made my argument. He has made the case, that in Scarborough as in other areas that I can think of—

Mr. Davis: There are areas that do not even teach it.

Hon. Mr. Conway: Local boards have shown real sensitivity and leadership. I say to the member that he has made the case well and I am impressed by his observations.

Mr. Davis: There are areas that do not teach health in any form because they do not have the facilities and because of the way their courses are structured.

Mr. Chairman: Let me go back to Mr. Villeneuve, if I might, just for a second, because time is being used.

Mr. Villeneuve: I have one short supplementary. To go back to Mr. Green's comment about the question box, do you not feel that at that stage of the game, particularly in grades 7 and 8, you would actually be teaching homosexuality as opposed to the disease of acquired immune deficiency syndrome?

Mr. Green: Yes. I think I would certainly be dealing with that issue.

Mr. Villeneuve: That is my area of concern.

Mr. Green: I may be naïve, but I do not have the same area of concern in human rights, etc.

One is dealing with a profile of a disease. There is a good deal of statistical basis for comments about the frequency of the various populations that have been recorded as having that disease and which have been recorded under certain headings as having that disease. It has even been recorded under means of transmission of the disease.

When you are dealing with a set of facts such as this, I think you are dealing with them in a nonpejorative way. You have to indicate there are indeed different lifestyles. That is quite true, but I do not see how you can avoid that.

Hon. Mr. Conway: I suppose the comment I would add is that it is sensitive and it has to be dealt with sensitively, but these 14-year-old or 13-year-old kids who would be in grade 7 or 8 will probably at some point read the Standard-Freeholder. If they read much about the average UPI-CP report on the AIDS virus, they are going to see at some place in that story something about the epidemiology as we now know it.

Again, the genius will be to do this carefully but to recognize that these kids are living in the real world, and we have to ensure that what we instruct is reasonable but related to the reality of the disease as we know it. That is quite ably done by the professionals who will be in charge of these programs.

Mr. Chairman: Mr. Allen, for about 10 minutes, and then I guess we will move to the vote, if that is all right.

Mr. Allen: I want to endorse the last remarks of Mr. Green. I think the day that one can hide anything from young people is gone, if it ever existed.

Hon. Mr. Conway: I think it did.

Mr. Chairman: If the minister is any example, there is some evidence that things were kept from us.

Mr. Allen: The fear that we might be teaching them something adverse, by discussing factual matters they already often know a good deal more about than their parents or teachers think they do, is unwarranted. The only way to handle that is to plunge ahead with the discussion.

There are a couple of items I want to convey to the minister. I told him that I would provide him with some statistics about the Manitoulin Board of Education and the question of Indian representation on the district board of education there. I would like to pass that up to the minister now for his perusal.

I do not want to make a further point about it, but there are a few boards—not many around the

province—where it is useful to look at the statistics of native Indian representation, simply to look at whether there is some warrant for a larger presence of Indian persons on those boards, given the number of students in the school system and the percentage of the population that is Indian in the community.

Second, I have told the minister that I would provide him with information pertaining to the documentary film that is proposed about Students Against Global Extermination being done in conjunction with the National Film Board of Canada and a private film documentary group. As I understand it, according to a communication, they have recently presold a copy of the film to TVOntario, which looks forward to using it in its programming.

I suggest that every few thousand dollars helps. The minister might have some discretionary funds somewhere in addition to the learning materials development money that might be appropriate at the current moment to help that cause along. I want to remind him that not only is this a subject of most intense anxiety among young people, by their own self-confession in surveys across the whole country, but it is also the one issue, even more perhaps than sexuality, that parents and even teachers are very unforthcoming about.

The surveys that have been done indicate that the adult community simply does not discuss this question with young people, whether it is in school or out of school in families. I know there are good and creative teachers out there who try to incorporate this into social studies, geography, natural science programs and what have you, but it is honoured more in the breach than in the observance.

The minister did respond to a question of mine in the House, saying he was monitoring the nuclear awareness program, which has drawn much praise from observers in the Wellington and Waterloo regional board areas—I think that is a joint board—and the Guelph study and production. Can the minister tell me how he is monitoring it, who is monitoring it and whether there is any time or personnel in the ministry being devoted to examining the questions of nuclear awareness issues in the curriculum as a matter of course and what we can expect further down the road from any such activities if they are in progress?

Hon. Mr. Conway: In responding to the member about 10 days or two weeks ago, I indicated I would report back. I have asked my officials to prepare some materials on what we

know about the programs to which reference has been made. I cannot give him an enumerated list of who is doing what, but I expect to have a report for him shortly. He used the word "monitoring," but I really intended a report on what we know of what is happening and what kind of success it is having, or interest it is meeting.

I am sorry to have to say that from my point of view there is not as much time being devoted to the whole nuclear awareness question as both the honourable member and the esteemed chairman to my immediate right would like. I recognize the interest. As has been indicated, a number of boards have shown a particular interest through local initiative.

Duncan Green may want to comment more specifically from the ministry's point of view. I would like to make a comment following Duncan.

1750

Mr. Green: There are two guidelines. One to be released shortly is the history and contemporary studies guideline, which contains specific reference particularly to the teaching of controversial material, I am sorry to say, in which nuclear awareness bulks large. I am quick to add that the discussion, as I recall, is in the senior part of the guideline.

A more important area where it will be addressed is in the forthcoming science guidelines, which I acknowledge have been some time in preparation. I think they are timed for about a year from now in their final production. Controversial topics are addressed in the science guideline, and again the question of the use of nuclear power is one of those.

The issuance of those two guidelines will perhaps put the subject into greater prominence in the school system at any rate. I am not sure it will be addressed as comprehensively as the hydro supporters might wish.

Mr. Allen: Obviously, no one is asking that a whole course outline be developed for a year-long or semester-long study but that there be a specific and well-located unit or section of study in the curriculum that boards feel under some pressure and encouragement from the ministry to incorporate in their own school programs.

I know it is not the style of the ministry, or perhaps even within its legislative competence, to dictate absolutely what goes on in the classrooms of each school district, but it seems to me that where boards appear from at least a cursory examination not to be attending to a major anxiety area of young people that derives not simply from personal or family circum-

stances but from the social context in which they live, around an issue which has a history and dimension that is global and of overarching consequence, it is very important for the ministry to make every effort to see that those boards respond to those children's needs.

I look forward to the minister responding to me on that in some detail and in particular giving us any results of his monitoring of the Kitchener study. By all the reports I have received, that is the one that looks to be about the best in the field and could well be commended to other boards.

Hon. Mr. Conway: Before we get too close to six, everybody received some additional answers today. There are four answers, and there is a sheet with the day care answers. That belongs with the answers previously given on boards and day care.

There are some questions that have not been answered plus some additional ones today. I have made a note. Luc Guindon wants to know about computers in education in Stormont, Dundas and Glengarry. Richard Allen wanted to know about board policies, particularly on textbook purchases, and made the point about the Quebec government and how it used purchase plans to involve local bookstores. Those are the three I made a note of today. We have been making a note of all the requests. There will be follow-up letters to the two critics and to the chairman.

Mr. Chairman: One other group that I really like what it is doing is in Welland in the Catholic system. At Notre Dame, a fantastic program on peace and development has been developed which warrants a good look as well. It is also probably threatened in terms of the compression of things by the Ontario Schools, Intermediate and Senior Divisions.

Hon. Mr. Conway: Can you tell me what you know about it? Is there anything particular about the program?

Mr. Chairman: It is a senior-level course. The whole school was involved in programs around development, hunger and disarmament. It is a very interesting group that actually arrived at the Legislature during our debate. I had never met them before that. I learned they had this ongoing program, which I think is now in its last year. Because of the changes in curriculum, they are not sure they can work it in any more. I thought that was a shame, because they had involved 1,700 kids in the school in a major fast-style consciousness-raising, which was really quite phenomenal. I just draw it to your attention as something else that should be looked

at as a model within the other system. It was very exciting.

Mr. Allen: A number of the separate boards have appointed special co-ordinators in peace and development issues and peace and justice issues. They have done some quite imaginative things in some of the schools. I know the Toronto board, for example, is gearing its programming around controversial issues, which is quite notable.

There is not much time and there are still many issues, but as a last attempt in a public way in these estimates, I would like to ask one or two questions around the Ontario Institute for Studies in Education issue. Essentially, I think we all agree it is preferable that a decision negotiated between the two parties be the route we follow in any given circumstance like that. Second, inasmuch as there has been a solution identified by both parties which combines the Ontario institute with the faculty of education as a unit discrete and substantially separate from the university, whether retaining an affiliated arrangement or in some other fashion, that appears to be the route that has been identified and the solution that is most satisfactory to both parties.

From the point of view of the future of education in the province, and in light of the developing interest—and I know your ministry will be resolving problems around adult education in the near future—I think there is going to be large growth in areas of paid educational leave. The educational world is simply booming and burgeoning in a lot of directions at the moment.

Hon. Mr. Conway: I have noticed.

Mr. Allen: Surely what is needed in the province is a major provincial institution whose sole preoccupation is the pursuit of the objectives of education in the province, teacher training, graduate studies and research. Would the minister not agree that in the long run to put that kind of an institution back into a single university is to raise issues of competition for resources with other universities for their faculties of education which will make the questions of rationalization much more pressing and difficult for the Treasurer (Mr. Nixon), for yourself or for the Minister of Colleges and Universities (Mr. Sorbara) than the government now confronts in the simple problem of the relationship of OISE and U of T and the duplication rationalization that might be accomplished by some folding in after the Treasurer's plan? Is there not a better rationalization of this whole situation, and what is the minister's response going to be to the future of OISE?

Hon. Mr. Conway: I think OISE has an extremely important role to play in terms of education in the province and in the country, to say nothing of its very considerable international reputation. Given the relationship that has existed over the years between the University of Toronto and the institute, it is not unreasonable to imagine creative people, both at the University of Toronto and at the institute, working towards a governance structure that protects the character and the nature of the institute while at the same time recognizing that the University of Toronto is a major post-secondary institution on the other side of Bloor Street, by and large, and as they have had an affiliation, an association, in the past that they can continue to have that in the future, perhaps with a governance structure that is different from what it has been in the past. I do not think it is beyond the competence of the people involved both at the institute and at the university to work this out in a way that enhances both the university and the institute.

Mr. Allen: I think that is true, but—

Mr. Chairman: The debate will have to take place another day.

Mr. Allen: —they have decided that structure and they have decided on that course and all they need, in point of fact, is something like \$6 million or \$7 million to make it happen.

Mr. Chairman: It is time for us to adjourn. I will take a point of order, and then I will tell you how we take the votes.

Mr. Davis: There is one piece of information I asked for earlier, and I would like to reiterate it for the minister to see that it is forthcoming. I asked whether Abe Schwartz was in any way involved in the computer programs, what the involvement was and whether there was a salary base attached to that.

Hon. Mr. Conway: I can give that to you. There was certainly no salary paid to—

Mr. Davis: Is he still involved?

Hon. Mr. Conway: It is no secret. I already put it in a letter, but I am quite happy to share it with you. Abe Schwartz was someone I knew whom I asked to informally provide some advice to me on the whole situation regarding computers in education. He did so on a very informal basis over a number of months, absolutely without any payment whatsoever, and he has not been involved in the last 10 or 12 months.

Mr. Chairman: The way we operate is that we have four votes to take, essentially three main-line items, if you will, votes 3001, 3002 and 3003, and then a vote on the supplementary

estimates for the ministry, which we agreed we would vote on at this time.

Votes 3001, 3002 and 3003 agreed to.

Supplementary estimates agreed to.

Mr. Chairman: This completes consideration of the estimates of the Ministry of Education.

There is one thing I should do and that is thank the minister and his capable staff, the right reverend to my left and others for their great assistance during the process.

Hon. Mr. Conway: Colleagues and chairman, on behalf of my ministry officials, my own staff and myself, I thank you for your hospitality, your interest and your advice.

Mr. Chairman: We are adjourned until Monday, when we will deal with the Ministry of Labour estimates.

The committee adjourned at 6:04 p.m.

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Thursday, February 5, 1987

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Witnesses:

From the Ministry of Education:

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No. S-56

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Labour

Second Session, 33rd Parliament
Monday, February 9, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers



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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, February 9, 1987

The committee met at 3:27 p.m. in committee room 1.

ESTIMATES, MINISTRY OF LABOUR

Mr. Chairman: I call the committee to order. We are here to discuss the estimates of the Ministry of Labour, vote 2101. We start today with the opening remarks of the minister, then the member from the official opposition, then the member from the New Democratic Party and then get into the free-for-all after that.

Hon. Mr. Wrye: Just before I begin my formal remarks, I was wondering, if we get through the opening statements today, as I rather think we will, whether my friends would agree that for the rest of the day we might have our discussions following opening statements on the area of health and safety. I only ask that if we can specify what we are going to be discussing so I can limit the number of officials who might have to come up.

We can continue health and safety tomorrow and do all other areas, but if I can limit the number of officials who have to come up today, that will be helpful.

Mr. Gillies: No problem. As I indicated to the chairman a few minutes ago, because of a prior commitment, I will have to leave some time before 5:30 p.m., but by all means, if others would like to continue that discussion, I could get back in tomorrow.

Mr. Martel: I think Mr. Mackenzie wants 10 minutes somewhere along the line.

Mr. Chairman: I am sure we can work that in.

Hon. Mr. Wrye: I am pleased to be here this afternoon. I look forward to reviewing with honourable members our recent record, our achievements and our aspirations at the Ministry of Labour.

Before I begin my formal comments, I want to introduce to you some of the people who are seated with me for this session.

Since we last met 13 months ago, I have been fortunate to have had for several months the benefit of counsel of my new deputy minister, Glenn Thompson. The deputy may be relatively new to the Ministry of Labour, but he has wide and varied senior executive experience within the

Ontario public service. I think Mr. Thompson is familiar to most of my colleagues on this committee, who have had an opportunity to work with him in previous ministries where he has been deputy.

Seated to his left is Tanja Wacyk, who is the deputy's executive assistant. She has just assumed that role in the last short while. The previous executive assistant, Cindy Morton, has gone to the Workers' Compensation Board. Also with us at the back are Margaret Rodrigues and Julie Leggatt of the ministry and Cheryl Parry, a member of my staff.

A year ago, I reminded the resources development committee of the view which I expressed as Labour critic three years before, the view that the principles of commitment and co-operation form the background against which this ministry's legislative and administrative activities occur. Today, I reaffirm that view. Those principles continue to be at the heart of our policies: commitment to the fundamental values of equity and fairness; co-operation, as opposed to confrontation, in order to implement those values.

In an era of rapid and continual social and economic change, these principles are of increasing importance. The ministry continues to seek co-operation from among business, labour and government, to ensure a sufficient degree of preparedness to meet the increasingly complex challenges of the labour market.

We in Ontario are experiencing many competing pressures. A new Ontario economy is beginning to emerge from the dual forces of technological evolution and changing international trade relationships. Technological change is expected to have an impact not only on the level of demand for labour but also on the type of labour required.

In terms of our changing trade patterns, Ontario, like the other provinces and territories, seeks assurances that our industries and workers will be able to cope with any free trade arrangement with the United States, this province's largest trading partner.

Indeed, changes to our labour market are just around the corner. By 1995, for example, five of the major occupational groups of today are expected to account for 70 per cent of Ontario's employment growth. These are clerical, sales,

service, managerial and administrative, and the final group, which consists of engineering, mathematics and natural sciences.

I am pleased to note that over the last year, employment in Ontario increased by 132,000. At a time when the national unemployment rate has risen to 9.7 per cent, according to last week's figures, the rate in Ontario, I am sure you all noted with pleasure, as did I, has declined to 6.6 per cent.

One of the most prominent adjustments that we will undergo in the work place, that we are already experiencing, will be to see men and women in the labour force more actively participating in the decision-making in their respective work places.

For example, working with management, labour must and will take a more active role in making work places healthier and safer. There is no doubt that this has been and continues to be the major focus of my ministry. I am proud of our achievements in policy and in law in this area over the past 20 months, as indeed I am proud of our progress in all facets of our ministry's mandate.

While there is much which remains to be accomplished, we have provided progressive legislation and direction towards the central objective of achieving social justice and equity.

An honest assessment of the activities within the ministry over the past year would conclude, despite contrary claims by some, that indeed we have been the most active, most aggressive Labour administration in more than a decade. Every division, every program, every section of the ministry is being enhanced, improved or reformed.

But the responsible approach to reform is the reasoned approach. It is not a policy formulation either by a predetermined or reflexive response. The process of reform is one of steady progress towards our goal which sees a ministry which is responsive to and equipped for the challenges of the 1980s and indeed the 1990s.

This leads me to speak of the ways in which we have progressed towards that goal over the last year and how we intend to continue that progress in the upcoming months. Through legislative initiatives and major administrative reforms, we are making the ministry a better reflection of the values and the needs of present-day Ontario.

I will touch briefly on the major changes in five core areas; occupational health and safety, workers' compensation, employment standards, labour relations and human rights.

Let me begin with the field of health and safety. We have been accused of being too interventionist by those who are comfortable with the status quo, and we have also been accused of not being interventionist enough.

When I became Minister of Labour, I gave my word that I would do everything I possibly could to ensure that men and women would be able to return home from their places unharmed by their conditions at work. Let us face it. Most injuries and deaths do not just happen; they are caused. In most cases, the cause is some combination of unsafe work environment and an unsafe work behaviour. Many of those injuries and those deaths can be prevented by improving procedures and by recognizing and removing hazards in the work place.

The workers in this province have a basic human right to healthy and safe work places. That human right is articulated in the Occupational Health and Safety Act. At the core of this act is the principle that worker health and safety is too important to be the subject of conflict in the work place and that work place parties must be encouraged to recognize and engage their mutual interest and benefit in occupational health and safety and to devote their energies to improving it.

This system defines the primary responsibility for occupational health and safety to rest mutually with management and labour in the work place. Should either management or labour fail to uphold the clearly defined principle, government will not fail in its responsibility to act as the law allows.

There is much about the system that is good, but there is much about the system that needs improvement. In the last year, we have made great strides in correcting those weaknesses.

For the next few minutes, let me give you a brief rundown of our accomplishments in this area. We have been active in all aspects of health and safety: worker right-to-know, designated substances, toxic substance protection, mining health and safety, enforcement, legislative review and staff training.

There is an order to health and safety. This order begins with prevention and protection. Prevention and protection begins with training and education, an increased workers' awareness of their rights and the maintenance of an environment essential to protect those rights. The key to this protection is knowing what materials exist or are created in the work place, which of these materials are hazardous, how they are hazardous and how to deal with those hazards.

We are in the midst of preparing access to that information throughout Ontario. Bill 101, now before the House, is the primary instrument for providing workers and the community at large with the right to know about potentially hazardous materials in the work place. It is on the Orders and Notices paper and ready for second reading. As my critics for the opposition parties know, we are awaiting and we must await the necessary federal legislation with which our bill must be integrated.

When we combine Bill 101 with the national work place hazardous materials information system, we will have the most progressive worker information provisions of any jurisdiction in Canada. I do not mind reminding my colleagues that Ontario played a pivotal role in the successful negotiation of WHMIS. Indeed, and I am grateful for his comments, my colleague the member for Brantford (Mr. Gillies) made some very eloquent comments in the Legislature on the important intergovernmental contribution by Ontario in this whole project.

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In addition to the changes in the Occupational Health and Safety Act that will be occasioned by Bill 101, I intend to introduce other amendments to that legislation to deal with issues such as stiffer penalties, increased scope for joint health and safety committees and expanded training. These amendments will underscore the government's commitment to enhance the rights and responsibilities of the work place parties to protect themselves. They also emphasize the government's resolve to take vigorous action where those responsibilities are not met.

I would like to indicate that the discussions we have had on these amendments have been ongoing for some time. We have had extensive consultations with business and labour, in a number of cases more than once. When the amendments come forward, I believe they will be very thorough and comprehensive. They represent, in general, the first substantive amendments to the act since the act was first proclaimed in 1978.

I want to acknowledge the contribution of Bill 149 in raising the level of public awareness and debate on this subject. Undoubtedly, as we move forward in these abbreviated estimates, we will be able to have some further discussion on that matter.

In the area of designated substances, two new regulations were put in place last March: one for asbestos in the construction, building and repair area, and the other to control arsenic in all work

places. Most important, eight more of these special regulations to control the most hazardous and pervasive substances are in the final stages of development. In addition, I have abridged the timetable for developing designated substance regulations.

One such regulation—ethylene oxide—will be placed before cabinet shortly. Another five—noise, cadmium, formaldehyde, lead on construction projects and silica on construction projects—are now before the Advisory Council on Occupational Health and Safety. These are to be followed in short order by regulations dealing with coal tar products and chromium.

In November of last year, we made a very significant regulatory change regarding toxic substances in Ontario. Regulation 654 lists the legal exposure limits for more than 600 toxic substances. I think honourable members are well aware of much of the detail in regulation 654, but I want to mention one very important feature of the regulation which concerns the time limits used for calculating compliance with exposure limits. That time limit has now been reduced to eight hours, which is just 20 per cent of the previous time allowed. Obviously, as a result of the proclamation of regulation 654, the ministry is better able to prosecute and to enforce this regulation.

We have also filed new occupational safety regulations to provide protection for crane operators, commercial divers, X-ray technicians and those involved in offshore oil and gas drilling. We have just circulated for comment proposed amendments to the electrical provisions of the industrial, mining and construction regulations.

In the area of mining health and safety, I issued in March the report of the commission of inquiry into the ground control and emergency preparedness in Ontario mines, known as the Stevenson report. That report made major recommendations about mining health and safety research. It made plain the ministry's requirements for helping to ensure the working health and safety of Ontario miners.

One of those requirements was the necessity for increased staff in the area of ground control. Approval for two ground control engineers was secured in October from the Management Board of Cabinet. Recruitment activities for these engineers are well advanced, with one position already filled. Indeed, at one point—I say this to my honourable friend the member for Sudbury East (Mr. Martel), who has a real interest in the area—we believed we had both filled. As the

gentleman knows, our discussion in terms of the final hiring for the second position led us to an unsuccessful conclusion. Regrettably, we have had to continue the process for a little longer.

The unique and specialized nature of these positions necessitates a recruitment program which is international in scope and, therefore, it has been more time-consuming. We believe this is time well spent to ensure that we get the best available engineers for Ontario.

These two engineering positions are only a small part of the increased resources which we have been able to secure this year for the occupational health and safety program. Our persistence before Management Board has paid dividends in the form of funding for 100 new positions.

For example, we have 20 new positions in the construction health and safety inspectorate. This brings the number of inspectors in this branch to the highest level of the 1980s. While it is not high enough yet, it is a vast improvement over what we had some 20 months ago, and we do not intend to stop here.

To meet the needs arising from the new orders policy, we have increased our legal services branch by nine. This represents a doubling of the size of the branch and is the largest increase ever made in the legal branch.

Needless to say, there is an extra salary cost of several million dollars that accompanies these increases in staff. It is clearly an imperative investment aimed at eventually lowering the suffering and the loss involved in work place injury and illness.

Behind the scenes, with some additional resources given in this year's estimates, we have established a new training unit for the occupational health and safety division. By autumn of this year, each and every inspector in the division will have received 15 training days on the subject of toxic substances. The industrial and construction branches already have appointed training co-ordinators.

The mining branch, which also developed successful health and safety training modules in co-operation with labour and management, will soon appoint its training co-ordinator as well.

Before I move on to discuss other areas in the ministry's mandate, I would like to take a moment to comment on the staff of the occupational health and safety division of the ministry. I think it is fair to say that at the best of times the conditions of their work are trying. The resultant pressures and stress are not insignificant. As we

all know, the past six or eight months have not been the best of times for that division.

The six-month review into the administration of the Occupational Health and Safety Act hovered above the division like a dark cloud. That cloud has passed. I want to commend the staff for their department and their devotion to duty during that period.

I have no intention of going into the history of the appointment of the McKenzie-Laskin review.

Mr. Martel: I do.

Hon. Mr. Wrye: I shall be pleased to discuss its recommendations. I have no doubt I will be discussing those recommendations with my colleagues. I want to say it is my fervent hope that the end result will be to help make Ontario the leading jurisdiction for health and safety in all of North America.

I will now turn the field of workers' compensation. In this area, the government and the board have made some excellent strides. We have taken positive action on pension adjustment. We have restructured the administration of the Workers' Compensation Board. We have decentralized the board's services and greatly enhanced the offices of both the employer adviser and the worker adviser. We have set up and moved into action the Industrial Disease Standards Panel.

In the context of all of this, I want to remind my colleagues that on January 1, 1987, the first automatic annual adjustment in workers' compensation benefits tied to the consumer price index came into effect. The benefit and the ceiling on covered earnings rose by 4.4 per cent. This annual adjustment against increases in the cost of living is part of the effort to develop a compensation system that is sensitive and fair.

The board's new administrative structure revolves around three central groupings: client services; policy planning and special services; and corporate services. Each reports through a vice-president to the chairman and the president.

To serve workers closer to home, the WCB has regionalized its offices. It has opened new offices in Hamilton and Thunder Bay to complement the existing regional offices in Sudbury and London, which have been open since 1980, I believe. As well, I can inform members that an office in Ottawa will be opened in the spring. The WCB's board of directors will be looking at further regionalization in the months to come.

The new administrative structure, combined with decentralization, means that claims are now adjudicated more quickly and more personally. Files are easily accessible to both workers and

employers. As a result, the four regional offices are simply more efficient. I am very pleased, obviously, to see these offices established and serving both workers and management.

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Regionalization and the new team approach for handling claims are clearly superior to former methods. All disciplines that serve injured workers—claims, vocational rehabilitation personnel, medical advisers and health care benefits staff—are now working as a team to strive to bring about speedy, thoughtful and sensitive adjudication and resolution of claims.

Another relatively new innovation to the overall work of the board is the involvement of the Industrial Disease Standards Panel. A number of specific issues have been directed already by the WCB to the panel for its consideration and advice.

The panel has been asked to establish criteria for evaluating case claims for industrial disease. Specifically, they are already reviewing eligibility of claims for lung cancer in uranium miners and compensable disease as a result of exposure to PCBs. The panel has also been asked to give top priority to the question of compensation for gold miners and their survivors, as outlined in the Muller report.

So that both employers and workers may make better use of the services provided by the WCB, I have encouraged both the office of the worker adviser and the office of the employer adviser to establish themselves where there is demonstrated need for increased levels of practical assistance in dealing with the board.

The office of the employer adviser now is located in five cities: Kitchener, Ottawa, Sudbury, Toronto and Windsor. The office of the worker adviser has 10 offices in the province. It has dealt with just under 10,000 cases in its first full year of operation. I have also asked the office of the worker adviser to establish a satellite office at the Downsview rehabilitation centre in the wake of complaints from patients there.

I have often spoken of my determination and that of the government to enshrine in law the right to reinstatement of injured workers to their old jobs. This right of reinstatement would help to deal with the high rate of unemployment among disabled workers and also to reduce the costs which must be borne by the compensation system. It would also deal in a very precise and humane way with the indignity that often accompanies loss of livelihood through injury.

This matter of reinstatement, supported as it is by all political parties in this province, must have

a solid grounding in vocational rehabilitation. To that end, I look forward to the report of the task force studying the WCB's vocational rehabilitation programs, a report I expect to receive later this year.

I also await the report of the review team chaired by Vickery Stoughton, which is examining the operation of the Downsview rehabilitation centre.

I could not leave my report about the revitalized WCB without mentioning the recommendations of Professor Paul Weiler on pension systems for injured workers with permanent partial disability. It would appear that there are differences among us, not only on the substance of Mr. Weiler's recommendations, but even on the way we discuss his recommendation. Surely the changes in the political and social environment that have occurred since earlier reports were released warrant full and frank public discussion and debate. I hope we will be able to get on with that discussion in the not-too-distant future.

In the area of employment standards, I first want to comment on the government initiative to uphold the severance and termination pay provisions of the Employment Standards Act. While these sections of Ontario's law are basic to our desire for fair, equitable treatment of working men and women, the regulatory changes by Ottawa necessitated that this government and this Legislature act to sustain that law and these rights to severance and termination pay.

I am sure all my colleagues will recall that on March 31, 1985, new provisions in Canada's national unemployment insurance system were promulgated. These new provisions had the net effect of denying to Ontario workers whose jobs had ended the special severance and termination payments to which they are entitled under Ontario's Employment Standards Act.

Representations from across this land had no effect on the government of Canada's thinking on this matter; so the government of Ontario, with the support of the other parties in this Legislature, moved boldly. I might add that we are the only government to have done so thus far.

There have been two other significant changes in the past year to the Employment Standards Act which I believe require some comment. Members are aware that the level of the general minimum wage rose to \$4.35 an hour from \$4 per hour last October. This was an increase of 8.75 per cent since the last revision in 1984. A number of other worker categories received increases of 35 cents an hour, which took effect on January 1.

The raising of the minimum wage has been an unpredictable event which always results in prolonged lobbying efforts on behalf of both wage earners and employers. It seemed to the government that a logical step would be to set into place an annual review date. This would reflect the cost of living and other current economic conditions of the time. Employers and wage earners alike were consulted and will be consulted. They are now aware of the regular annual review dates, October 1, for the general minimum wage, and January 1, for harvest workers.

Last December I introduced an amendment to the Employment Standards Act to provide increased protection to workers who refuse to work on Sundays. Should any worker in Ontario be fired for refusing to work on Sundays, an employment standards officer at the Ministry of Labour will be able to order reinstatement and/or compensation for that worker. This amendment is in keeping with the original intent of the Retail Business Holidays Act to ensure that Ontario workers have a weekly day of rest. It was essential to bring Ontario law into line with the recent Supreme Court of Canada's ruling on Sunday shopping.

Another major initiative in the employment standards area taken in the last year—we discussed it in the House today, as a matter of fact—was the establishment of a task force on hours of work and overtime. This group, under the chairmanship of Arthur Donner, is reviewing current overtime practices in Ontario and will report to me later this year. It will make recommendations about the adequacy or inadequacy of the existing legislation, legislation which has not had a thorough review and any thorough change in more than four decades.

These recommendations will be considered as part of the major reform that we are planning for the Employment Standards Act. Presently, we are formulating a policy on proper consultation and notification procedures in closure and layoff situations.

Turning to the Labour Relations Act, updating labour law can bring positive benefits to both labour and management alike. I have been pleasantly surprised by the response to the latest amendment to the Labour Relations Act, Bill 65, commonly known as first-contract arbitration. Bill 65 is an important advancement in labour relations which adds to this province's reputation as a jurisdiction with industrial relations harmony.

Occasionally, difficulties arise in first-contract situations. In Ontario, I am pleased to say, this happens in only approximately 15 per cent of all such negotiations. But that percentage was high enough for the government to provide some legislative assistance, to help calm unsettled emotions between labour and management and to offer a middle ground of compromise in those high profile cases where media and community attention have pushed the parties into corners from which there is no face-saving return.

The intent of this new law was to end the dynamics of confrontation and affirm in their place the dynamics of healthy compromise, essentially to encourage parties to a dispute to work out a solution on their own without having one imposed by someone from the outside.

By providing only the possibility of arbitration, Bill 65 has clearly avoided the chilling effect that the certainty of arbitration would have on those who are able to progress to a first contract themselves. The result is greater impetus by both sides to settle first-contract disputes.

Since all parties were in agreement on the necessity of Bill 65, members will all be interested in the numbers which prove its success. Since that legislation became law at the end of May, only 28 applications have been made to the Ontario Labour Relations Board for a direction that there be arbitration of a first contract. Of these, and this is really quite an astounding figure, only four cases have been directed to arbitration. In 21 cases, the parties arrived at a settlement between themselves before a hearing was completed. In three of the four cases where arbitration was granted, the parties have requested that the board itself, rather than a private arbitrator, settle the contract.

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The objective of negotiating a first contract is not simply to resolve a troubling dispute. It is to lay foundations for a durable relationship as smoothly and as quickly as possible. That is the reason strict time limits have been placed on all stages of a case heard under Bill 65.

The addition of three new hearing panels at the Ontario Labour Relations Board means that the board has been able to deal efficiently within the stipulated time limits with its new work load as a result of Bill 65.

The board has also been able to introduce a new scheduling procedure for many types of applications. The objectives of these new procedures were twofold: to shorten the time between the filing of an application and the issuance of a

decision and to decrease the number of cases which were awaiting a decision.

These scheduling changes occurred in the light of continuing criticism regarding backlogs and delays in the hearing of cases at the labour board. Since the new procedures were implemented, the number of cases disposed of has increased by eight per cent, while the number of cases awaiting decisions for more than six months has decreased by 30 per cent.

I should note that a thorough review and extensive consultation process is now getting under way within the ministry for several pieces of legislation, including the Labour Relations Act, the Hospital Labour Disputes Arbitration Act and the Crown Employees Collective Bargaining Act. Both business and labour are aware of that, and I expect to have ongoing consultations with them in the months to come. I want to point out to my colleagues on the committee that we felt it was useful that these three pieces of legislation, in essence, be packaged for review at one time.

Finally, I want to discuss briefly the human rights aspect of the ministry's mandate.

Major changes have occurred over the past year in the human rights area. The passage of Bill 7, the Equality Rights Statute Law Amendment Act, signalled new directions for the Ontario Human Rights Commission.

Under Bill 7, major features were added or deleted from the Human Rights Code. Significant among these amendments is a change proposed by my colleague the member for Ottawa Centre (Ms. Gigantes) that sexual orientation be added as a prohibited ground of discrimination.

While this amendment, as colleagues all know, was the focal point for much discussion, a number of other changes were made to the code which not only warrant mention, but also, I believe, are of tremendous importance. Sections which permitted discrimination on the basis of handicap for access and amenities were repealed. That part of the code which allowed athletic facilities and activities to be restricted to members of one sex was also repealed. This change legislated the position which the courts had already taken in the Blainey case.

The code was also amended to repeal that section which allowed residential accommodation to be restricted on the basis of family status.

All these, taken together with other Bill 7 amendments, have the effect of greatly increasing the rights and the protections afforded to

citizens of Ontario under the Human Rights Code.

These changes are expected to have an impact on the human rights commission in the form of increased complaints each year. This adds to an already heavy work load. To cope with the demands being placed on the commission, increased resources were devoted to this area throughout the year. These additional resources have had the effect of improving the efficiency of human rights officers by 24 per cent over the year by allowing them to focus their attention more precisely.

In this the year in which we will be observing the 25th anniversary of the Human Rights Code, the increased resources, the new directions and the important changes which the amendments to Bill 7 have afforded to human rights in this province are most welcome and signify the desire that all of us in this Legislature have to those kinds of progressive actions.

I am here to see that the legislation for which the ministry is responsible and the administration of that legislation are responsive to the needs of today's working men and women in Ontario. I have found opportunities, obviously, for improvement in those areas and I have taken those opportunities in human rights, in employment rights, in health and safety and in industrial and labour relations.

I am proud of the record this government has made in this field thus far, but I stress "thus far." We have not yet travelled anywhere near far enough. I recognize we have many major strides to take in the weeks and months ahead.

Mr. Gillies: Some 13 months after the last set of estimates of the Ministry of Labour were reviewed by committee, it is certainly good to be doing so once again. At the outset, I think it is traditional, but also nice, to compliment the minister. I hesitate to say anything that can be quoted back during an election.

Hon. Mr. Wrye: Go ahead. Go for it.

Mr. Gillies: I compliment the minister on the very serious and hardworking manner in which he has approached his responsibility as minister. Also, I made a note to myself to thank you for the co-operation we receive from your staff. I mean this very sincerely. Whenever I or a member of my staff call with a query or in need of a piece of information, they are very prompt and courteous. We appreciate that. I also hope the minister is feeling 100 per cent again after his recent eye operation. We are very glad to see you back at work and, I hope, not accompanied by any discomfort.

Having got all that out of the way—

Hon. Mr. Wyre: Keep going; you are on a roll.

Mr. Chairman: Let the record show this is the most syrup we have ever heard from Mr. Gillies.

Mr. Gillies: I am really a very nice guy; it is not always apparent.

I sense that in these estimates we will be concentrating a lot of our effort and attention on occupational health and safety and workers' compensation, a couple of specific areas like those. Before I get into those, I would like to remind the minister of some of the things he said and commitments he made in his last set of estimates. I always find it very valuable and instructive to go back through the last opening statement. How we really have to judge what has been going on at the Ministry of Labour is in your ability to live up to your commitments.

I believe that in December 1985 you said the following things. On the question of contracting out, for example, you said: "The issue of contracting out is an important concern....My ministry is in the process of examining whether additional protection of bargaining rights is warranted."

I raised the question of domestics in the House again today, and it has been raised by myself and by members of the New Democratic Party a number of times in the last year. In the fall of 1985, you said, "On the subject of domestics, the government is examining possible improvements in the working standards for domestics." You were examining them 13 months ago and, as we learned today, you are still examining them. I want to come back to that one.

On unjust dismissal, the minister stated, "My ministry is in the process of developing a statutory remedy in cases of unjust dismissal."

On pregnancy leaves, the minister stated, "Specifically, I am considering changes to reduce the qualifying period for pregnancy leave, to strengthen the rights of pregnant workers against demotion or termination."

In those estimates, you also told us about your plans for part-time workers, training and retraining programs, severance pay, overtime and mandatory retirement. I could go on and on; in fact, I probably will go on and on. The point is that in a number of areas you indicated in the fall of 1985 work was ongoing or reviews were being undertaken in a number of areas. We really have not heard anything lately as to what is going on with some of those issues. In other areas, we know that a review you either contemplated or a review that was in process in the fall of 1985 is

still ongoing. I guess we want to know why, 13 or 14 months later, some of these things have not been addressed specifically.

In fairness, you have highlighted in your statement a number of areas that have been moved upon. You know that a number of the initiatives you undertook certainly had my support and the support of my party. You mentioned Bill 7 and the changes to the Human Rights Code. You will be aware of my personal support for all aspects of that statute and of the support of all my colleagues for most of the reforms that were made.

I did ask you in the fall of 1985 about the backlog at the Ontario Human Rights Commission and the time that was passing when people were trying to have justice brought about in a number of these cases. We have a concern that that situation could worsen with the expanded grounds for discrimination now in place because of Bill 7. You have touched on it in your statement. Could your staff tell us specifically the number of cases being processed and the time lags involved in processing those matters?

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I want to talk about the question of domestics. You answered the question I asked in the House today, but I say again that you have met with the International Coalition to End Domestics' Exploitation on behalf of your caucus a number of times, as I have and as I believe Ms. Gigantes has. One thing accomplished in 1985 and started by our administration was to try to improve some of the circumstances in which domestics find themselves in our province.

Now that you have extended the mandate of your Task Force on Hours of Work and Overtime from now until September—and I accept what you said in the House and what you said to me earlier: that this was done at the request of the task force and not at your request; fine, I have no quarrel with that—our concern, I think, is obvious. If the package of reforms for domestics hinges on the receipt of the overtime report, are we going to see some sort of reform package for domestics before a possible spring or fall election? Let us face it, that is what we are talking about. I ask you, again, if you could elaborate on the points you made in the House when we discussed this earlier.

I will talk about occupational health and safety for a few minutes. In your opening statement, you note, quite rightly, that it has been by far the hottest potato you have had to deal with in your ministry. You and the ministry have been subject to a lot of criticism, not necessarily originating

with the opposition. It is not always Mr. Martel or myself who bring these concerns forward but in some cases, as we know, it is staff within your own ministry, the inspectorate, other observers, the media and so on.

Clearly, the concern is one that arises out of the rather startling numbers. These numbers we go through from time to time, but they are serious enough that they have to be repeated.

In the first 11 months of 1986, there were 248 deaths in the work place in this province. In 1985, there were 168. The increase, year over year, was 48 per cent. In the first 11 months of 1986, there were 438,828 workers injured on the job. These are absolutely staggering numbers. There were 11,948 more workers injured in 1986 than during 1985. That is not year over year; that is 11 months compared to a full year.

In September 1986, there were 137,983 workers who were injured seriously enough to lose time from work, an eight per cent increase over the same period in 1985. Accidents in the industrial sector, if you take that sector as part of the overall work force, have gone up 34 per cent in two years, since 1984.

The construction sector is worse, with accidents rising in that same period by 78 per cent. Every 17 seconds of every Ontario work day, a worker is injured or becomes ill on the job. That is quite a number of workers while we are talking about it this afternoon in this committee.

Every eight hours and 33 minutes of every day, one of those injuries or illnesses is serious enough to result in death. With accidents in the construction and industrial sectors up significantly, the ministry is increasing the complement of inspectors in this area back only to the levels prevailing in 1981.

The minister and I have had this discussion before. Why did the number of inspectors and the capacity to deal with this decline after 1981? I am not going to apologize for that trend, which I think was a negative one, but I do think we have to note that during the dark days of the recession in 1982-83 there were a heck of a lot less work places functioning in the province and there were a heck of a lot less workers than there are today.

I have to wonder if the ministry's response, by returning to a historical level of some five or six years ago, is sufficient to meet the kind and the scale of the problem I have just described. We really have to wonder if that response is adequate.

There is one thing about which my party and I are completely united with the other opposition party in this Legislature today. It is that if

anything is going to be done to improve this situation, the worker himself or herself is going to have to have a strong voice in this situation and is going to have to have a strong voice and advocate within the ministry and that, Mr. Minister, has to be you. With all the money that is available, it is clear that the desire to clean up the work place—and perhaps more than that, the clout with cabinet and the Treasurer (Mr. Nixon) to get the resources to clean up these problems in the work place—is falling somewhat short.

The problems were highlighted in the most recent report by the Provincial Auditor. As members of the committee will know, this is an independent, nonpartisan confirmation that the ministry has fallen short in bringing the Ministry of Labour to heel and getting it to enforce the Occupational Health and Safety Act vigorously. There are a number of examples cited by the Provincial Auditor that we view with a great deal of alarm.

In one example cited by the auditor, a company with 38 employees was listed by the ministry's industrial health and safety branch as being on a dormant cycle and was visited by ministry safety inspectors only when a problem or complaint arose. This company that was listed as dormant had 19 accidents in the last year including crushed fingers, lacerated arms and acid burns.

Meanwhile, another company with three safety awards and no orders or concerns registered with the ministry since 1982 was slated to be inspected once a year by the ministry. Frankly, despite an excellent safety record, I have no objection to that company being slated for regular inspection. I am glad they are and I am glad they are coming through with flying colours. Consider the contrast to this other company, with 19 orders and 19 accidents in the last year, not being inspected on a regular basis. Why on earth not?

Another example was cited by the auditor. A company on an annual inspection cycle was due for inspection in January 1985. Between July and October 1985, there were three eye injuries in that plant. As of January 1986, an inspection had not been performed at the plant in two years, even though inspectors had been in the area at other plants, again where no injuries had occurred. It seems absurd. Seemingly on a regular basis, the inspectors are around visiting other plants where there are no accidents, but where there are accidents there are no inspections. It boggles the mind, frankly.

The written responses from the ministry to the auditor's criticisms, which were also contained as part of the report in the response section, are very revealing. Let me give you a couple of quotes. Here is a direct quote from the ministry response to the auditor, "The division seriously questions whether it is appropriate to second-guess the assigning of inspection cycles by division staff experienced in matters of health and safety."

I hope the minister is as uncomfortable with that quote as I am. I suspect you are. It is not good enough for your bureaucrats to say to the Provincial Auditor, "You should not be second-guessing us." That is not good enough when we have accidents taking place and no inspections in some plants, while other plants, where there are no accidents, are being inspected regularly. There is clearly a breakdown in enforcement. I would have expected a better response from the ministry. As you know, I was a parliamentary assistant at this ministry. I have a high regard for many of the staff within the ministry. I would have hoped for a better response.

Here is another response. Let me quote again: "It must be emphasized again that the responsibility for health and safety lies with the employer, who is responsible for conditions in the work place, and the work parties." I do not think that is good enough either. I do not think the sole responsibility for health and safety lies with the employer. The regulatory inspection responsibility lies with the ministry. I believe, and I think most members of the House agree, that responsibility for health and safety lies with employers, but it also lies with the government; it lies with the employees themselves to be careful and safe in their work place; it lies with everybody, including the minister and his inspectors.

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It is against this background that we were very disturbed—my friend the member for Sudbury East has taken the lead in this, but we in the official opposition were also concerned—with a number of aspects of the McKenzie-Laskin report. The report was brought in, with good intent, so that an independent third party could review what was going on and come up with some meaningful recommendations and direction as to what the heck to do about this problem.

I do not think that is what we got out of McKenzie-Laskin. I was very disappointed with the report. I will give you a quote from the report itself, and we are talking about a philosophy here, "If the publication of this report achieves

nothing more than uniting labour and management in a renewed effort to find practical ways to cope with health and safety hazards in the work place, it will have served a useful purpose."

The report did exactly the opposite. We have observed the reaction to the report. I fear it has driven labour and management and, indeed, labour and your ministry, further apart on questions of occupational health and safety than I can recall at any time in my six years in the House.

The report has been received very negatively. My reading of the report is that it is fairly transparent and more than a bit one-sided. It has done nothing to dispel the very legitimate concerns of workers and of the public about that very alarming increase in health and safety problems.

The report contradicts itself in its own findings by trying to play down the problem, even though it identified a number of problems: antiquated information system, interdepartmental rifts, understaffing, bad communication, inadequate training, neglect and mismanagement. It questioned the leadership of health and safety.

The allegations that prompted this report were extremely serious. For that reason, the investigation should have been conducted in public rather than as a closed inquiry. It was not a public inquiry. The investigation was brought in and was spoken to by the minister, was responded to by the minister, but to this date there has not been the opportunity for a committee of the Legislature, or indeed the public, to review the findings of the report.

The minister will agree with me that the McKenzie-Laskin report was not a report to the House; it was not tabled as such. It was a report to you, sir. We can talk about it, but I believe very strongly that as part of your response to McKenzie-Laskin, you should have referred the report to a committee of the Legislature for review.

I suggest it is not too late to do that. If you believe it is as serious a matter as we do and you want a committee of this House to review McKenzie-Laskin, you will absolutely have the support of the official opposition in making such a reference.

Remembering that McKenzie-Laskin was hoping it would bring labour, management and the government back together in this regard, the Ontario Federation of Labour has supplied a number of examples to me, and I guess to other members, about its problems with this report.

Here are some examples. Mr. Laskin found that ministry lawyers missed three trial dates, resulting in the dismissal of charges, but the system "generally works effectively." If I were a client—as I am currently in another matter—and my lawyer missed a court date on something I thought as serious as an infraction of occupational health and safety, I would be very upset.

Mr. Martel: You might sue them.

Mr. Gillies: I might, in fact, sue, although I am not particularly litigious by nature. I have even talked to lawyers who have said they think this is a serious enough matter that it could have been a matter of complaint to the Law Society of Upper Canada.

The United Steelworkers brought us an example where the Steelworkers themselves were forced to prosecute the National Steel Car company in the case of a worker who was burned, since the ministry would not take on a prosecution. The trial took over a year and a half and resulted in a conviction and a fine of \$20,000. The company then appealed, and at that time the ministry moved in and an agreement was reached that the two charges be dropped, and one conviction remained with a \$20,000 fine.

McKenzie-Laskin concluded that, in hindsight, the ministry should have prosecuted, but it did not indicate anything other than an inaccurate assessment of the evidence. Surely the conviction and one of the highest fines to date suggest that a failure to prosecute in this case was a serious fault, and yet the report maintains that it only reflects a problem that such cases were not reviewed by the legal branch. Again, I think McKenzie-Laskin missed the point there.

The ministry failed to enforce six repeat orders to comply with the isocyanates regulation at de Havilland Aircraft, and yet when McKenzie-Laskin investigated the charges of this failure, it did not follow up with the union directly involved at the work place, the Canadian Auto Workers. They went back and looked at it, but they did not talk to the people who originally made the complaint. It seems strange. I am not saying they should have talked only to the union, not by any means. I have no problem with them interviewing the management too. But working as an MPP, if somebody brought a complaint to my office about a situation, the first person I would pick up the phone and talk to is the complainant himself or herself.

No one interviewed the local union. No one talked to the CAW representative. No union records were ever examined during the investigation. McKenzie-Laskin interviewed the former

industrial safety inspector, along with the former vice-president of industrial relations for the company, and not one union member. The conclusion was that the order to comply with the isocyanates regulation "was not complied with for almost two years" and that "this delay is excessive," but if the ministry monitors such situations in the future, that is enough, says McKenzie-Laskin. It is just strange.

The requirement is another thing. The requirement to acquaint workers with the hazard of isocyanates had "an unfortunate lapse of time" of two years before the ministry ordered the company to do so, but to require immediate information was considered to be "unrealistic" by McKenzie-Laskin. Well, immediate—we are politicians. We are always asking for things around here immediately. That is part of the lexicon of being around here.

Hon. Mr. Wrye: If not yesterday.

Mr. Gillies: If not yesterday. But if not immediate, a week or two, or a month, to comply. But two years? Not good.

McKenzie-Laskin exonerates the ministry in the case of Chippewa Park in Thunder Bay because the orders were not issued properly. When the proper order was issued, the city of Thunder Bay failed to act on it, and even though the building in question at the park was condemned by a ministry engineer on February 12, 1986, it was still used for the next five months and the members of the Canadian Union of Public Employees on the site were at risk because of that lapse.

The city tried to replace the foundations instead of the structure, as ordered, and the building collapsed. The union never received a copy of the original order, and yet McKenzie-Laskin dismisses the problem by blaming the inspector for not issuing the order properly. The building fell down; but all McKenzie-Laskin was concerned about was that perhaps it was not issued properly.

These are some examples. I said the day the report came in, and maybe this was as much a little political advice as anything, that I felt the minister should have put some distance between himself and the McKenzie-Laskin report. Then, as Minister of Labour, you could have somewhat more objectively reviewed the concerns and, perhaps even co-operatively with the opposition in some instances, reviewed some of the problems and come out with a meaningful response.

But the Minister of Labour embraced it. Here is a copy of the response of the Minister of

Labour to the McKenzie-Laskin report. There are 89 recommendations, and by my reading, there are three with which you disagree, and yet the report has been roundly condemned. It has, most unfortunately in my view, widened the gap between workers and their representatives and the ministry in its attempts to respond to the very serious problems in occupational health and safety.

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This report at various times—and we raised this on the day it was brought in—blamed the opposition, particularly the New Democratic Party, but as an opposition member I still take offence at that. We raise concerns because we feel they are legitimate. We raise concerns because there are problems out there. What does McKenzie-Laskin say? “Part of the problem is the opposition.” I did not like that.

It blamed the media and just about anybody else, and I do not think that was a meaningful or appropriate response. I might say that on occasion, when these problems have been raised, the minister has expressed himself by blaming safety associations, staff, the opposition and just about anybody. However, I know him well and we have been friends for years. I know he will, in candour before this committee, remember that as Minister of Labour the buck stops with him and that a meaningful response to these problems from him and his ministry is needed. The rhetoric is not enough any more; it is a time for real leadership.

I want to talk a bit about workers’ compensation. First, I want to associate myself with some of the remarks the minister made in his opening statement. There have been very meaningful reforms made in the Workers’ Compensation Board in the last couple of years. Our previous minister, Mr. Ramsay, initiated some of them. You have carried through with many of them and initiated others yourself, and I support them.

However, overall, we have one hell of a problem. Mr. Chairman, I withdraw “hell.” I am not sure it is parliamentary. We have one heck of a problem.

Mr. Chairman: It is in broad usage here.

Mr. Gillies: We have one heck of a problem with workers’ compensation. It is just awful what is going on out there and nobody is happy. The workers are not happy with continuing complaints about bureaucracy and red tape, the inability to get response to their problems in some instances and the whole problem with the Downsview rehabilitation centre, which I want to touch on in a few minutes.

On the other side of the coin, employers are absolutely livid; they are beside themselves. I get lambasted by businesses the odd time because they feel I am too pro-labour in these matters. I do not mind that. In my riding, being accused of being too pro-labour is an insult I can live with.

However, to be balanced, I do think that we should look at some of the problems and some of the questions being raised by employers too. They have had several years of 15 per cent assessment increases and another year pending of nine per cent. The numbers are staggering. In 1977, the total payout by the WCB was in the neighbourhood of \$350 million; it is now well over \$1 billion.

In speeches—I always remember my own speeches, minister, and I know you do—just a year ago, I am sure the figure I was using for the unfunded liability was \$4 billion. I understand now it is closer to \$5 billion. That is the figure I am hearing quoted. But is it levelling off? I hope so. The problem in this area is staggering.

Some of the small business groups have done surveys of their membership across Ontario. They are asking about the biggest problems faced by business. The number one response today by a country mile is workers’ compensation. This is quite different from the recession years.

In 1985, over \$1 billion was paid out in direct compensation benefits, and in 1986, it was \$1.2 billion. I have already touched on the increases in assessments.

Let us look at one area just as an example, the mining area, which the member for Sudbury East knows far more about than I do. Here are some of the figures. Mining companies have contributed \$616 million in the last 10 years to the Workers’ Compensation Board. Of that, \$405 million went out to the workers in the form of benefits. That means roughly one third of the dollars paid in did not end up in the workers’ pockets. It is being chewed up by bureaucracy and by servicing the other requirements of the board: one dollar for every two in that sector.

In the meantime, the mining industry’s share alone of the unfunded liability has increased to about \$388 million. The Mines Accident Prevention Association of Ontario maintains that in the face of all this, during the 10-year period we are talking about, the accident rate has dropped by about 60 per cent.

If these figures are accurate, then we have a situation in this one sector where accidents have dropped by 60 per cent, assessments increased by 92 per cent and their share of the unfunded liability increases by 542 per cent.

My friend opposite is fond of saying—and I agree with him entirely—if you want to reduce the costs of workers' compensation you reduce the number of accidents. I agree and subscribe to that. However, I do get very concerned when I see statistics showing in one sector the accidents decreasing, but the costs continuing to increase.

I want the picture of the work place as painted by my friend to be true. I want that to come true. I want the accidents to go down, workers and their employers to take responsibility for this, and a meaningful government response. As a result, we should save money. All logic would indicate that it would be cheaper. I remain unconvinced in the face of these figures that it might be the case.

Individual members of the Legislature are bringing forward concerns about the appeals procedure. I completely support the reforms of workers' compensation under Bill 101 and everything that has been done, but the appeals procedure is causing members of the House concern now.

There is a feeling that the tribunal's proceedings are being conducted on a very legalistic basis, which makes it increasingly difficult for members of the Legislature to represent their constituents at hearings. I have reviewed this to some extent. I ask you, sir, to do the same.

These reforms were put in place to increase the rights of employees when they are faced with one of these accidents. We have to keep the system approachable and understandable to workers and everyone else concerned.

We have a situation now where members of the House, to adequately represent the interests of their workers, go to the tribunal. As one of my colleagues told me, he sat there in horror—the member of the House was not a lawyer—as the first two hours of the hearing were taken up by motions.

It is getting to the point, in the eyes of many of the members, where you cannot adequately represent the interests of your constituents any more in this regard unless you are in fact a lawyer and well trained in this area. I hope our original intent of Bill 101 and its reforms is not frustrated by an increasing drift towards a completely legalistic approach to these matters.

A few minutes on layoffs to the minister. The minister touched on the overall employment figures for our province, and of course, the overall trend is encouraging. We are delighted that the employment picture in Ontario is as strong as it is compared to recent years. I know that all too well in my own constituency, where the unemployment rate has dropped from about

25 per cent in 1982 to something around six or seven per cent now.

However, that is not reflected across the province. I want to point out specifically some of the problems in northern and eastern Ontario.

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During the period January to September 1986, relative to the same period in 1985 layoffs as a whole declined by 19.5 per cent in central Ontario, the area around Toronto that is really booming. There was a one per cent decline in southwestern Ontario and an overall decline in layoffs last year over the previous year of one per cent. But you have to go further than that; you have to look at eastern Ontario and northern Ontario.

During that same period, in eastern Ontario the layoffs increased over 1985 by 2.5 per cent. The number of layoffs in northeastern Ontario, if you isolate that as a region, jumped 47.9 per cent. The number of workers affected by layoffs in northwestern Ontario in that same period increased 254.2 per cent from 120 to 425.

I have travelled a bit in the north. I do not get up there as much as I would like because of other responsibilities, riding duties and so on, but in the last year I have been to Rainy River and Kenora, and I have been to Thunder Bay a couple of times. I am really struck; it is a different world. It is a different world compared to what we are experiencing in the Golden Horseshoe and the Metro area. They have terrible economic concerns and concerns with layoffs and jobs up there.

A comparison of January to December 1985 with 1984 shows that while overall total layoffs declined by 8.3 per cent province-wide—to go back another year—the northeastern and northwestern Ontario regions experienced increases in the numbers of workers affected by layoffs: 82.2 per cent in the northeast and 300 per cent in the northwest. It is a trend; it is not just a bad year.

I would like the minister to respond as to what kind of concrete initiatives he has in the face of all the problems with natural resources in the north; in the face of softwood, in the face of the problems in the steel industry in Sault Ste. Marie and in the face of all these other concerns. What is being done to try to redress the terrible unemployment situation in northern Ontario?

I turn to plant closing justification. This is one I raised in the 1985 estimates, and I raise it again simply because it was a commitment and a promise of the Premier (Mr. Peterson) when campaigning in the 1985 election to move towards this.

Hon. Mr. Wrye: In Brantford?

Mr. Gillies: No; in Kitchener. I will quote it back to you. You will remember it from last time. The 1985 election, those halcyon days, campaigning in Kitchener-Waterloo—

Interjections.

Mr. Gillies: My friends in the Liberal Party will be very anxious to hear what David Peterson said during the 1985 campaign, because they campaigned on it. While campaigning in Kitchener-Waterloo, the Premier issued a communiqué responding to the layoff of 630 at the Burns meat plant. He said—I love quoting the Premier—these inspiring words, “These kinds of shutdowns and job losses would not happen in Peterson’s Ontario and measures will be put in place to ensure that they do not happen in a Liberal Ontario.”

Since he said that—remember those figures—layoffs in northwestern Ontario are up 300 per cent; but that will not happen in Peterson’s Ontario. We were promised that a Liberal government would require mandatory consultation, that the Liberal government would bring in amendments to the Employment Standards Act so that companies would be forced to take into account the real cost of the closure, that the government led by him would provide government assistance—remember this—for feasibility studies and would provide interim funding until private financing or worker equity could be raised.

The Liberals also put out a working document in April 1985 during the election campaign. It stated: “In addition to creating new jobs, existing employment would be protected. A Liberal government will ensure that where the justification for a plant closure is inadequate, the full cost of all concessions granted to the firm will be covered.” That 1985 election sure seems like a long time ago.

Let us take two examples: the case of the Goodyear plant and the case of the Cadbury plant. I take the Premier at his word. I have to assume the government will put up funds to ensure that these operations will continue, pending the raising of private or worker equity. I have to assume that all costs of all concessions required will be covered. I have to assume these plants will be called upon to justify their decisions to close, because in both these situations, Goodyear and Cadbury, it would appear the companies are profitable operators.

The minister and his government are being called to account. They are being called to stand

behind the promises that put them into office. We need a meaningful response on these.

Personally, I do not think justification legislation is the be-all and end-all. I sense that my friends in the third party put a bit more credence in it than I do. If a plant is uneconomic it is probably going to close, regardless of whether there is a process in place or not.

Mr. Martel: We did not find that last time. We found that plants such as Bendix made all kinds of money and closed.

Mr. Gillies: Maybe you will find out that they are profitable. There are market forces at work here. I call upon the minister to respond to the promises made, the positions taken and the complete lack of action by the government ever since on that issue.

I might close with a few words on Sunday shopping, because you raised it in your opening statement. In this case, I really think the Attorney General (Mr. Scott)—not you—did the workers of this province an injustice. I will never forget the night, in the heat of the Sunday shopping debate, that he went on television—and not just one station; a number of them—and said: “No worker in this province will lose his job because he refuses to work on Sunday. If you think you are going to, phone me.” All stations then flashed the phone number of the Ministry of the Attorney General.

I do not know whether your colleague was unaware of the ramifications of what he was doing or the way the act is worded, but there was no way on earth he could go on television that night and make that commitment. When the phones started ringing the next day, the staff answering at the Ministry of the Attorney General did not know what to tell the workers. They were just stymied. We learned of some of the responses.

Hon. Mr. Wrye: You made a couple of calls.

Mr. Gillies: We made a couple of calls, too; that is right. We wanted to see what was going on. We said: “I am a worker. Mr. Scott was on television last night. I do not want to work on Sunday because it goes against my grain,” or against my principle or whatever, “and Mr. Scott said I will not lose my job.” I remember three of the quotes of the staff at the Ministry of the Attorney General: “Call back on Monday”—I love that one—“Write us a letter,” and “I do not know.”

Then, belatedly, a bill was introduced by yourself. I could be charitable and say it fell to you to straighten the mess out, but I want it on the record that I believe your government did a grave

injustice to all the people who were concerned about that issue in the way it was handled. It raised expectations and unnecessarily upset a number of workers in our retail sector in the province.

Having said all that, I guess that is enough for now. I look forward to the discussions we will have in the next couple of days through these estimates and to your response on some of these issues.

1650

Mr. Chairman: Thank you. Hearing no one else—oh, Mr. Martel.

Hon. Mr. Wrye: We will just get right on to responses.

Mr. Chairman: You are not going to get off that easy.

Mr. Martel: I just came in to support the minister.

Mr. Chairman: A keen sense of timing.

Mr. Martel: Like my friend Mr. Gillies, I want to say I am pleased the minister now is able to see with both eyes, which should change things. Seriously, I am delighted he has gone through that and has got over it. That is about the extent of my kindness.

Hon. Mr. Wrye: We were on such a roll.

Mr. Martel: Let me say to the minister what is bothering me. The minister has followed the precedent of previous ministers; in fact, he has surpassed them. He is Mr. Tough Guy personified, except that I do not see a lot of action following. The speeches are right, they sound great, but there is not much in the form of action.

Let me refer to a letter. He has learned the lessons of his predecessor well. You circle the wagons and you shoot out. I got two letters from the minister the other day, one dated January 19 and the other dated January 20, just on statistics. Right away, you were off in a flap. You made all kinds of comments that I was just pulling these figures out of the air. I cannot help what you signed. When you sign a document dated January 19 that says: "My officials have informed me that during the period April 1, 1985, to March 31, 1986, a total of 242 individuals"—we are talking about the same period; it is not a figure I have plucked out of the air—"158 employers were convicted on 200 counts, 56 supervisors on 75 counts and 28 workers on 31 counts."

Then I read the letter you sent me the very next day, January 20. It is in response to questions raised in the Legislature. It says, "Total number of companies and workers charged where convictions were obtained." There are some interest-

ing variances, if I can be so kind. In 1985-86, the number of companies corresponded for employers, but for employees you were out only 201; you had 229. I was quoting your figures, and you went off in a flap in the House and said I plucked these figures out of the air.

I do not know if I plucked the figures out of the air, but they are in both the reports I hold before me. I did not attempt to distort them. I quoted exactly what was there. The interesting thing is that in your first full year as minister there were three fewer companies convicted than in the previous year, 1984-85, for the same period. If I dare to compare these two, it says 28 workers on this one on 31 counts, and 229 here, a day later.

You can do what previous Ministers of Labour have done: keep staff in, circle the wagons and shoot out. You did that with the Provincial Auditor as well. My friend Mr. Gillies made reference to it. I will come to it in a few moments. We do not distort these things. We do not have to. What you have done is exactly what all your predecessors before you did. You do not answer the issues or talk to the issues. You start off on tangents, really to hide the issues.

Let me tell you some of the other things that really bother me about what you have done in the past year. The standing committee on public accounts looked at the Industrial Accident Prevention Association and the Construction Safety Association of Ontario. We managed to get a 20-part motion before that committee. Your colleague Mr. Epp, my friend Mr. Gillies and I stood down the first two parts of that amendment. We had an agreement that we would meet to try to get consensus on the wording used, to give labour a considerably bigger amount of money when one compared it to what the accident prevention associations got. The second one called for worker-controlled clinics to try to test workers.

Lo and behold, at the request of Mr. Gillies and Mr. Epp, we had stepped out of the meeting, stood down the first two sections and had an agreement we would meet the following week to bring that motion so that everyone could live with it. Mr. Epp was removed from the committee. Can you imagine that? Herb was gone. Under pressure, Herb was removed and we could not get the Liberals to support those two first portions of that resolution when, in fact, they had agreed to do it and just wanted to work out the wording. There is something pretty disturbing when pressure is exerted on members. I know that your deputy was there to listen to those birds from the accident prevention associations.

I have the Hansard with me. Can you imagine Findlay having the gall to say the following: "I do not have access to the mail key you have to get the list of all the companies he addressed it to, but I can tell you that in spite of that letter, we recently had a meeting with all the safety associations and the Ontario Federation of Labour at Jackson's Point to address that very subject. Sean O'Flynn, who was most co-operative and enlightening to the presidents and the general managers, was there and we have a hell of a good working relationship with the Ontario Federation of Labour."

What a pile of nonsense. It is the biggest and most blatant lie that was ever laid on the members of that committee. There is no working relationship between the Ontario Federation of Labour and organized labour at any level with the Industrial Accident Prevention Association. Findlay can lay the trip on us. The next one will really seal what I was attempting to do in that resolution. It was by Mr. Sylvester of the Construction Safety Association of Ontario. When I suggested that Bill 70 was the tool to cut down accidents, Sylvester disagreed with me. He said, "I am not so sure that the straight training in the legislation is all that beneficial. Many trades have part of the legislation that apply to them specifically, and we would devote our time to relate the sections of the legislation that are more pertinent to a roofer, for example...."

When we finally got to questioning, we spent two hours on Bill 70. In fact, as I pursued it, I said, "Yes, but you just told me you may spend only two hours on the Occupational Health and Safety Act. I have read that act five times. I do not know if you have read it."

Mr. Sylvester said, "Yes, but we are more concerned about accident prevention."

I thought Bill 70 was concerned about accidents. I am quoting myself: "But that is part of accident prevention."

Sylvester: "It is indeed."

Martel: "It is the key."

Sylvester: "It is not necessarily the key."

Can you imagine? Sylvester is the spokesman for the Construction Safety Association of Ontario, an organization whose accident rate—according to your figures of last year or the year before—went from 8,000 to about 15,000. He is arguing before the committee that Bill 70 is not the tool to reduce accidents. That outfit, the construction safety association, has \$8.5 million or \$9 million, and it is arguing against Bill 70 being the tool to reduce accidents; and the other group that gets \$16 million or \$17 million is

telling everyone around there that it has a great working relationship with labour, which is the biggest lie that was ever spoken in this room. I think we held the hearings right in this room. It was a barefaced lie. They do not work with organized labour at all. That is why we, as a committee that heard all that, moved the motion. To have intervention to have Epp removed from that committee was a disgrace of the worst order.

Hon. Mr. Wrye: On a point of order: I have resisted interrupting as I did not want to interfere with these opening statements, because members did not interfere with mine, but I want to make it clear that I had nothing to do with and knew nothing about Mr. Epp's not being there when the committee had the vote. The honourable member and I know that members of my party had discussions with the Minister of Labour, but I want to make it categorically clear to my friend that I was not aware that Mr. Epp one day was on the committee and then was not. I do not know why he was not there. I do not know whether he was removed or whether he was on the road.

Mr. Martel: I think the words that were used were, "Pressure was exerted and he was removed." You were not there for that one, but you were certainly there for the Windsor bill.

1700

Mr. Chairman: Mr. Martel, just a second. The bells are ringing. It is on a bill, the mining act. It is not a quorum call. The clerk is discovering just what the word is on that. We might as well continue until I get that word. Sorry.

Mr. Martel: My friend says he had nothing to do with that one, but he certainly had something to do with the Windsor bill—a bill that would have sunsetted itself. I understand the minister's concern that it had to be federal, that it had to be right across the board and that we could not have any differences. However, Windsor has some of the worst accident-illness records in the province. It would have had protection under that legislation, private as it was, requested by the city of Windsor. The minister got the bill pulled twice; he would not let it by. That is not a minister for labour. I am sorry, but I found that offensive. The fact that it would have sunsetted itself would not have allowed it to interfere with the federal legislation or Bill 101 in the Legislature.

The workers in Windsor today would have the protection under whatever legislation they had before them. They have nothing now. It continues to be that way. That the minister for labour,

who is supposed to be the protector of labour, would have that bill pulled twice is quite unacceptable in my opinion. I thought it was ridiculous, particularly when one has Bendix, as he did, with the number of people who were sick there and the accident rates. I found that offensive. This is the minister for labour?

If you read the minister's speeches—I want to go on with this for a few moments—his speeches are hokum. He is not convincing anybody any more. He really is not. I have his speech here on—is this silly old McKenzie and Laskin? Yes; the administration of the Occupational Health and Safety Act, Monday, January 12. Let me just take a couple of parts and maybe you can give me some answers.

"In their report, the reviewers reject totally, categorically and in the strongest terms all the allegations." No one believes it except the minister. No one believes it but you. There is no one out there who is convinced that the problems, as you said in your opening remarks, are going to go away. They are not. If you think that, then I suggest you should take a holiday, because they are not going to go away.

McKenzie and Laskin—which is the phoniest document I have ever read—said it is all clear and nothing is wrong. That is baloney. In fact, I am going to come to the defence of your staff in a few minutes, because what McKenzie left out—if one looks at the occupational health bill—is that management has the total responsibility and power. Do you know who is not even criticized in the bloody report? Guess who? Management out there. I think there was one short criticism. On page 114, it said the following:

"Moreover, the fines awarded by the courts have averaged approximately \$2,000 and a jail sentence has never been given. In these circumstances, it is not surprising that some employers have opted to pay a fine rather than comply with an order to install equipment or introduce engineering controls."

Mr. Chairman: We are instructed that the vote is imminent in the chamber. Therefore, we should adjourn, go up for the vote and then return.

Mr. Martel: Right.

Mr. Chairman: We are therefore adjourned until the call of the chair; I hope in 10 or 15 minutes.

The committee recessed at 5:04 p.m.

1719

Mr. Martel: When I left off, I was quoting from some of the minister's famous speeches. On

page 6 of the statement with respect to McKenzie and Laskin, he said they endorsed the principle that "the primary responsibility for health and safety must rest mutually with management and labour in the work place." What does that mean?

Anyone who believes there is mutual respect, authority and power in the work place is crazy, totally and absolutely. The workers have no power in the work place, and that is what is wrong with the legislation. McKenzie and Laskin say more of the same. They say, "We will fix up some of the nuts and bolts and make it run a little smoother." Nowhere do they talk about shifting and giving equal power in the work place; neither does the minister nor anybody else.

1720

The next paragraph of the minister's statement says, "First, management with its resources has the weight of responsibility for ensuring work place health and safety. Second, workers have a vital responsibility too."

What crap! That is just absurd. What is the minister talking about when he says, as if it were an afterthought, "Second, workers have a vital responsibility"? When do workers have some power to protect themselves? What the minister has said to date is that we are going to fix up things so they run smoother, but we are not going to shift that imbalance.

I heard the people who had speeches prepared for them last week. The minister did not shift and make it equal. Everybody spoke. Cousens spoke for the Tories. It was suggested I was giving too much power to the workers. Nobody said that under the present legislation management has too much power. No one suggested it should be equal, and nowhere have I heard the minister say it should be equal. Workers in this province do not have a right to protect themselves. If you think you can just take the McKenzie-Laskin recommendations, implement them and they are going to change anything, you are dead wrong.

That is why I gave the balance of power on committees to the workers because it involves their lives and their health. It is they who get killed and it is they who are dying from industrial diseases. It is not management and it is not the owners. McKenzie and Laskin recommend exactly the same.

Your two colleagues who spoke said pretty well the same. Cousens talked about this Nirvana co-operation and you talk about it. It makes me sick, ill, because no where will any of you say that workers have the right to protect themselves by law. You are not about to say it.

You can tinker with the system until hell freezes over, but until workers have as much power in the work place—I am not supposed to use the word “power” because it frightens management—until workers have as many rights as management has under that bill, there is not a hope in hell that workers will ever be able to protect themselves.

If you think differently, you are kidding yourself or you are trying to kid the public. As I say, I have given more to labour because workers are the ones who are dying. One does not see very many owners killed or too many managers dying of industrial diseases. They are not among the 3,600 mentioned annually in the law reform commission report.

By the way, I would like to know when you got that report. I understand you have been sitting on it for a while. I wonder if it is anything like the advisory council report, which you got last March and it came out two weeks ago. You sat on that, and it flies in the face of everything.

Hon. Mr. Wrye: That is a federal report. I think we got it at exactly the same time it was released. It may have been received by Labour Canada some time prior to that, but we got it at the same time as you did.

Mr. Chairman: It is always tempting to have dialogue, but at this stage it is supposed to be monologue.

Mr. Martel: As my friend the minister knows, that document is highly critical of the internal responsibility system. I will quote from it. It says: “The legislation’s commitment is to consultation, but no more.” That sums it all up. Labour’s position is consultative.

That is what irritates me. While Laskin and McKenzie dump all over your staff, they also dump all over me, some of my friends in the trade union movement and the media. The people who are responsible for the illnesses and the accidents are the people who have the authority in the work place. There was the Harvey report. Over and over again, Laskin and McKenzie say what Ham said. Ham 10 years ago did not want the workers having too much power. They say leave it with management. The reports are all there.

We do not want the workers who are involved in negotiations really involved in health and safety because it clouds the issue. Harvey says wait a minute. The best health and safety is where people are involved in both aspects. I do not think you should negotiate health and safety, quite frankly, but the plants with the best health and safety are those that have a good, tough union. What are Laskin-McKenzie, Ham and Burkett

recommending? All the recommendations of the experts at the Ministry of Labour to this time in history that have been accepted are from those people.

I cannot find a document that says workers have rights to protect themselves. I cannot find a Minister of Labour who has ever said that. They talk about responsibility—and you do exactly the same thing—but nowhere do you ever mention that we are going to change the power base and give workers at least equal rights. You will never do it. It is not in your packet of amendments that you have drafted so far. You can pretend that it is, but it ain’t.

I have some idea what is in there. I too have some friends in the Ministry of Labour and I cannot find that anywhere. You tell me I am wrong, that you are giving the workers equal power with management. Go ahead, I will let you interrupt, because you do not. You talk the same jargon that everyone else does about responsibility. It is an afterthought.

You say workers have a vital responsibility. What is that responsibility? To be consulted, to make recommendations and then become subversive. That is what McKenzie said. We are all subversives out there.

I have never understood this attitude to working people who work in the operations, make a profit for management and look after very expensive equipment. My brother runs a train. The engine alone is worth \$1 million. He has a load on that train of 125 cars. He is responsible enough to haul it between terminals, but he is not responsible enough to have a say in protecting his health. I always find that strange. They used to tell us that too when I was teaching. We were very professional most of the year, except at contract time, and then we were workers.

It is the same. You mouth the same lines. You say we will give them some more responsibility. They will be exactly where they are at with all that added responsibility until they have some of the rights. Tell me what is wrong with a worker having the right to say: “I think those are toxic substances. The threshold limit values are exceeded, and we are going to get the testing done.” That is the type of testing that is going on in this province, with doors and windows open and equipment shut down for noise, with the workers there. Tell me what is wrong with that kind of right.

It will never be in your act. The people who spoke on your behalf last week said exactly the same thing. Cousens said it; at least he was

honest about it. He was quite blunt. He tried to fudge it and say we have to work together.

There were 80,000 orders issued last year. I wonder who was ignoring the act when those 80,000 orders were issued. Was that the workers or was it management? I have to believe it was management since it has all the rights under the act. This is what offended me about McKenzie and Laskin. There is one criticism. The report dumps all over your staff; and they need some of it because it has been a mess. It dumps all over the critics and it tries to split organized labour. It has unified organized labour as I would never have been able to do. It is a delight.

1730

Management has 80,000 orders and the ministry could write another 180,000. I am going to quote the number who police this in a minute, just to show the comparison. Your staff could be the finest staff in the world, but with the number of work places in Ontario you could never inspect them if you tried. You move to management. What did the Ontario Public Service Employees Union call it? Controlled management, crisis management, code 99. You will go out there when somebody gets hurt or there is a work stoppage. The rest of the time you can do what you want.

Just look at what goes on with respect to people hurt. The auditor states that a significant number of companies not considered for inspection should be considered. In fact, two fatalities and eight critical injury accidents occurred in work places not registered with the industrial health and safety branch. In one fatality, the company had contacted the Ministry of Labour several months prior to the accident regarding a loan. Still, the ministry did not inspect until the fatality and issued over 50 orders for various contraventions of the act and regulations.

I do not care how many inspectors you have. With the number you have, you are dreaming in technicolour. The number of industrial sites registered in 1985-86 was 65,732. The number of inspectors to do that was 112. They would each have 586 sites. In the construction area, there are 16,850 sites and 69 inspectors, which comes to 240 sites each. In the industrial sector, those fellows would have to work 32 hours a day, eight days a week, and they still could not inspect them all, could they? It is a physical impossibility, and you do not want to change it. You still want management to have the power. You talk about 15 hours on toxic substances. My God, there is something mad.

Then there are the mining sites. Each inspector has 231 sites. Providing the mines were a little closer and he did not have to drive 250 miles between mine sites, he might be able to do a site a day, if he was lucky. If he did not have reports to write up, if he did not have distances to travel, if he did not try to mediate, if he just went and had a look, he might be able to visit them all in a year, if he was lucky.

In the industrial area, there are 586 sites for each of the 112 inspectors you had last year. Who are you kidding? The only way it can change is when people have equal power, equal rights. Nowhere in any of your speeches do you talk like that. You talk the same gobbledegook I have heard for 10 years since the first legislation was introduced. You talk about responsibility. Tell me what responsibility really means.

My friend Dick Kerr at Inco was killed last year. They buried him alive, knowing they should have been in there ahead of time, shoring up the roof. They had buried a scoop tram two weeks before. For those people who do not know what a scoop tram is, the wheels are taller than I am. They buried it. They paid them an 85 per cent bonus to go in there without any protection. We are still dickering over whether we will lay charges or not.

The act says the responsibility is management's so far and if management sent them into unsafe conditions management should be charged. But what: \$25,000? The highest fine is \$20,000. McKenzie says the average is \$2,000. It is the ability to commit murder without paying the price. I am talking about people's lives.

People talk about responsibilities in the most nonsensical terms. The McKenzie-Laskin report was such a whitewash. There was one criticism of management. They ignore the people who have the right and the power and the responsibility.

The statistics on the number of accidents escalate daily. Management wants it both ways, though. It wants all the authority under the act; it wants the compensation benefits reduced. How? There is only one way to deal with that and that is to cut accidents down. That is the only way you are going to reduce costs.

I quote the Industrial Accident Prevention Association, which is the front organization for the industrial sector. They are telling people they work with labour. They have no contact with labour. We have the construction group, which says Bill 70 is not the tool to reduce accidents. They are the people you have given power to.

That is part of the wonderful speech. God, it makes me sick just to read it. I could not finish it.

The third general line: "Third, if employers and workers fail to fulfil their mutual responsibilities, they can be assured this government will not hesitate to act." McKenzie and Laskin say this is a self-compliance piece of legislation. They said that to you and you endorsed and embraced it. It put all these accusations to bed. Who are you kidding?

Then he goes on to say there are some people who expect this act to work the way the Criminal Code or the Highway Traffic Act would work. What he is saying is that you look the other way when there is a violation; you do not lay charges. I do not know of any other act that I can ignore with impunity, without paying the price; but Laskin and McKenzie say you cannot treat this act the same way, we have to keep giving them chances.

Seven years ago, Russ Ramsay used to argue, "We have to educate." How long does it take to educate, as people die, one a day, every working day of the year?

It is interesting that one of the people who helped draft my last report used to work for the IAPA. It was her idea to put in the fact that the number of accidents that occur in Ontario are enough to fill Maple Leaf Gardens, sold out, for 26 consecutive nights. Not bad. They have power. That is your speech.

Let us take a look at another one of your famous speeches. Before we do, I will tell you where the minister is. I have here his quote on Dateline Ontario. He said: "I am not afraid to sit here and be a little critical of the safety practices of some of the workers in this province...are just downright sloppy. We are just," he paused; "we have too many injuries right now that are caused by sloppy work practices." Heaven help me.

You are not very critical, though, of management's practices; you really are not. That is the minister for labour. Imagine if you were just the Minister of Labour; but if you are the minister for labour, protect them. It is the sloppy workers again. That is what the Construction Safety Association of Ontario says in all its ads: it is the dumb slob worker. What do you repeat?

You wonder why I get offended by what you say. You talk tough on one hand, but you are always there taking a shot at labour. Sure, some of them may be a little irresponsible, but it is the fight they put up with. Tell me why half the people in the occupational health and safety committees quit. They will not stay. They will tell you the pressure is on that group more than it

is on the president, the secretary or anybody else, because of intimidation.

1740

I read that quote, "We will move in." When have you ever moved in to protect anybody under section 24 of the act? I know the Tim Armstrong line.

Hon. Mr. Wrye: Who?

Mr. Martel: Tim Armstrong. You know Timothy. He used to say, "You can go to the Ontario Labour Relations Board or you can have arbitration." For openers, tell me how you have arbitration when you do not have a union. Tell me who pays for the lawyer if you do not belong to a union. In this province, 60 per cent of the people do not. How do you get to the OLRB?

You have not used section 24 against intimidation and so on, not once. One is pending maybe.

Tell me about how I am supposed to be confident. Here is the minister saying, "If management does these things and acts irresponsibly, we will move in." What are you talking about? With a powder puff, a cream puff or what? It is absolutely ludicrous to make statements like that. You wonder why I say it. Look at your statement on new regulations. It is just about as silly.

"The current Occupational Health and Safety Act has lacked the precision the government requires if it is to prosecute with greater success." What has your success rate been with designated substances? You might want to tell me how many successful prosecutions you have had with respect to designated substances, which are pretty precise. What is your track record there in prosecutions? I presented a case to you last week where the orders for lead and silica have not been enforced. It will be a year this May. The one in Timmins, Waferboard, started in 1985. You have not got prosecutions. Who are you kidding? You needed all of these things to be precise. In the designated substances, there are 10 of them. They were there. Why did the minister not use them at least in those areas? No, you end up with five of your inspectors who are sensitized, at least two sensitized and three ill from isocyanate exposure. They have really been protected, have they not? Ministry of Labour staff being sensitized. Whoop-de-do. If you cannot protect your own staff, how the hell are you going to protect the workers?

We are supposed to believe all that nonsense. It goes on to say that for the first time in Ontario we will now have a regulation that sets out legal listings of more than 600 agents. Labour, of course, had no input. When these were adopted

in the United States, I remember us offending your former deputy when I used the term "hacks, flacks and bureaucrats." Timothy nearly had a haemorrhage when I told him that.

None, or very few if any, of those regulations have been tested to determine their effects on people. My understanding, and I have checked carefully, is that most of them are levels that companies have reached. You reach that level and then you designate it. That is safe. If you are sitting at Queen's Park, one accepts that.

Those had no input by labour. Labour asked you to accept the Swedish ones, which you chose not to do. They were fewer in number but my understanding is there was somewhat more involvement of labour in establishing those.

The minister goes on to say that we will now have a regulation that requires employers to reduce exposure through the use of engineering controls such as ventilation. A year ago November, I raised the case of Allied Heat Treat Ltd., which devastated a bunch of workers. I cannot get a final report on Allied Heat, despite having written to you a number of times on it. What happened to the company? We had a big meeting in your office. There were more civil servants there than are here today. Despite having written a number of times, I still do not have the final disposition on Allied Heat. Were they ever charged?

Allied Heat had chemicals; they had everything. They burned holes in the roof because there were no vents. They had vents that were sealed off before they went outside so that the material went up them and came back down. I gave the ministry the pictures. Our friend Cotton, who was the inspector, was involved there. Can you imagine burning holes through the metal roof? Workers had no protective equipment; none.

My friend wants to tell me 15 or 16 months later: "Oh, oh; we are getting tough. We have new regulations." Who do you think believes you? I am afraid no one out there does, except some management types. The only time they are ever after you is when they want you to cut the assessment of the Workers' Compensation Board of Ontario. They are not concerned about workers' health. There is the odd company that is, but the majority could not care less.

What else is there to say? We have a regulation that places major limitations on the circumstances in which "employers may forgo engineering controls and, as an alternative, provide protection for employees through personal protective equipment." I looked at the array of

masks being used at Falconbridge a couple of weeks ago with Dr. Brian Kaye, who is a specialist in fine particles. Kaye cannot believe what the workers are wearing. They are antiquated, old bags you put over your face. Kaye cannot get any funding to do more testing. Maybe you are going to put up some. I hope you do. He is an expert in the field. The equipment that people are wearing out there does not even protect them.

You go on making these silly statements such as, "We now have a regulation that reduces the time period for calculating compliance." I gave you two cases last week. They have had all kinds of time to comply. I do not know what that means. The minister tells me one thing and, day after day, cases keep coming into my office for noncompliance. The minister was able to get rid of repeat orders. He has them buried. He does not report them any more when they have not complied the first time. It is not in his annual report any more. Is that not a wonderful way to get rid of orders? Just do not write them any more. What is that silly term they use now? We have a similar order and we have the other thing, an action request.

Hon. Mr. Wrye: Special action request.

Mr. Martel: But you do not tell us how many times they have not complied, do you, in your annual report? No, you do not. It has been dropped. Is that not wonderful? You got rid of all those failures to comply the first time around. You just take the topic out. You take the title out of the annual report and nobody will ever know. They have gone away. Everybody is complying now. That happened under you. It was not under Russell Ramsay. You cannot blame him any more. That was your first annual report, 1985-86. That is gone. Is that not wonderful? You got rid of all those failures to comply, just like that. Boy, are you good. We have to believe you are really interested in protecting the workers.

Then you go on: "The Occupational Health and Safety Act is rooted in the idea that management and labour at the work place are in the best position to assure worker health and safety and that they have the primary responsibility for it." This is another speech. I can dig out a dozen speeches. Where does it say workers have rights? They have responsibility but they do not have any right to change anything.

One worker can shut down a line. I got a case last week. I can bring it up tomorrow if you want. People phoned us. They were at the demonstration here last week. A guy had an order a week ago Friday. By last Thursday, they had managed to get the worker to move, brought in another

worker to do it and still had not been inspected by your inspector. What is the name of the company? We will have it for you tomorrow. The guy was in my office last week. A week. The condition is unsafe. If the first worker says it is unsafe, why do you allow them to find another worker to take his place and continue this unsafe operation?

I am supposed to believe. Unless workers have some rights, which are not in your act or your amendments, then nothing is going to change. You can dabble with the system, you can get Peter Pelmeur in charge of a health section that runs perfectly and you can have Walter Melinshyn with everything in place; none of that is going to change what is going on out there until management realizes it has to comply with the act—and it will not. You could not hire enough inspectors.

1750

Let me tell you how many policemen are out there right now in Ontario: 300 to 400 RCMP, 5,700 Ontario Provincial Police and 13,238 municipal police. In the reduce impaired driving everywhere program last year alone, around Christmas, there were 700 officers. There were 198,000 accidents on the highways last year. You have over that number of work places. If you broaden the act at all, it means you are going to have that many more. And you are going to do it with 236 or 241 inspectors? Who are you trying to kid? I do not care if they were supermen and worked around the clock; they could not do it.

You keep giving me these silly speeches in the House about hiring 10 more and 15 more. There are 20,000 policemen in the province and yet if one looks at the number of accidents, there are over twice as many accidents in the work place as there are on the highways—440,000 last year. Not all were lost-time accidents, but there were 440,000 or thereabouts, and you are going to inspect all of that—

Mr. G. I. Miller: Mr. Martel, you are not going to have all those inspectors, not as many as there are police.

Mr. Martel: No, I know you are not.

Mr. G. I. Miller: Let us be realistic.

Mr. Martel: Why have you got 20,000 police?

Mr. G. I. Miller: They are doing different things—

Mr. Martel: There are double the number of accidents in the work place. Tell me what you are going to do to reduce it.

Mr. G. I. Miller: You have to have co-operation. There is just as much hardship on the management as there is on the work force if you have a problem.

Mr. Martel: Is there? None of them is getting killed. None of them is getting sick. None of them has cancer.

Mr. G. I. Miller: None the less, if you have not got any work you have not got any money either.

Mr. Martel: I am glad my friend interfered. Let him tell me why last year in the construction association—

Mr. G. I. Miller: We are getting carried away now.

Mr. Martel: No. I am going to give you the figures from the minister's annual report.

Mr. Chairman: Elie Martel getting carried away?

Mr. G. I. Miller: I will withdraw that.

Mr. Martel: No, Mr. Miller, I want you to listen to this.

Mr. G. I. Miller: I am listening, but you have to be realistic. If you have to run a company, you have to make it pay too.

Mr. Martel: In 1984-85, there were 86,694 industrial accidents; in 1985-86, there were 151,000. These are your figures, minister; I got them from your own staff reports, from the Ontario Public Service Employees Union. In 1984-85, there were 8,663 construction accidents; in 1985-86, there were 15,424 accidents, an increase of 78 per cent.

My friend says to me we do not need any inspectors as long as there is co-operation. Where do the 80,000 orders come from? Are those people who are complying with the act and making sure it is being looked after? Give me a break. If you have that many accidents, if you have that many fatalities and if you have that many orders issued against companies, who is at fault? As the minister says, "It's the sloppy work habits of the workers." That is the minister for labour. I am quoting from the transcript of Dateline Ontario. I did not make that up; you said it.

Where are those accidents coming from? You have 198,000 accidents on the highways. You have 440,000 accidents in the work place and you have 235 inspectors. Will you tell me how are they ever going to do it unless you have a different system, one that gives workers the right to protect themselves?

You talk about designated substances. I was impressed with a quote by Dr. Keogh, who made a most interesting observation. This is what Dr. Keogh says: "If you poison your boss a little bit each day, it is called murder. If your boss poisons you a little bit each day, it is called a threshold limit value."

The Law Reform Commission of Canada said that 3,600 Canadians died last year from cancer in the work place. You do not want to change the balance of power. You do not want to give it to the workers; I do, since they are the ones who are getting killed. The least you could do is to have equal power, but that is not in your amendments. In fact, I am told you even had difficulty getting the number down from 20 per work place to five and cabinet went crazy.

It is an interesting situation. Unless we are prepared to change it to rectify the imbalance, nothing will change. I do not care if you have the slickest 25 lawyers and the best people down there, it cannot change. That is what McKenzie and Laskin are all about. Look at McKenzie's background; he is a consultant for firms. Laskin, I think, is now defending some woman against somebody on the internal responsibility system. But it does not work. Everybody and everything I see says the same thing: it does not work.

You have hitched your star to McKenzie-Laskin, which is company-oriented. Look at the deaths. Look at the accidents. Look at the orders. Look at the repeats. Look at the auditor. Look at Schrecker. Look at Harvey. They all say the internal responsibility system does not work. The only people who want to believe it are you, McKenzie, Laskin, Ham and Burkett. The evidence of the illnesses, accidents and deaths is so high, it is quite preposterous.

Your regulations are in a state of decay. For lead, they are coming out of the plant in the United States at the level we put them in here. I mentioned the case of styrene and how it was 100 parts and 50 parts in Ontario and 25 parts in Sweden. You said, "Sweden does not have a boat industry." We checked it out. They have a boat industry valued at \$120 million a year, using

styrene. But you gave the boat industry the right to exceed the limits in Sweden by four times. In Ontario, you gave the boat industry two times what the regs are.

If you look at noise, you are trying to back off on the regs. I do not know if you saw Kenny Valentine's letter to you; he sits on that committee. You are trying to welsh. You are trying to backtrack. You do not want to make it 85 decibels; you want to leave it at 90. Everybody recommends 85. The minister who is going to protect the workers, Mr. Tough Guy, is going to go to 90. Wonderful stuff.

Polychlorinated biphenyls; what are they at? They are 10 times higher than in many states of the United States. There is something wrong with the whole thinking; there is all this window dressing and all this chatter.

I conclude with one thing. Until workers have a say—not just a responsibility but some rights—you will not be able to hire enough staff; you could never have enough staff. Workers must have that right. In talking to many members who voted last week on my private member's bill, including your own caucus colleagues, when they understand the act, they realize it is impossible for workers to protect themselves. Surely it is time, in 1987, that workers had that right.

Mr. Chairman, I will adjourn.

Mr. Chairman: Mr. Wrye, would you like 30 seconds to complete your rebuttal and then we will move on to other things?

Hon. Mr. Wrye: Since I will need at least 90 seconds, I think we had better wait until tomorrow.

Mr. Martel: Anybody working overtime tonight?

Hon. Mr. Wrye: Absolutely not, or you will complain about lack of permits.

Mr. Chairman: It has never been a problem in the past.

The committee adjourned at 6 p.m.

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 - Martel, E. W. (Sudbury East NDP)
 - Miller, G. I. (Haldimand-Norfolk L)
- Witness:
- From the Ministry of Labour:
- Wrye, Hon. W. M., Minister of Labour (Windsor-Sandwich L)

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No. S-57

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Labour



Second Session, 33rd Parliament
Tuesday, February 10, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

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LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, February 10, 1987

The committee met at 3:25 p.m. in committee room 1.

ESTIMATES, MINISTRY OF LABOUR (continued)

Mr. Chairman: Gentlemen, we are returning to order. We are dealing with the estimates of the Ministry of Labour, much shortened. We have the pleasure of hearing again from Mr. Martel, who had the floor when we adjourned.

Mr. Martel: When did the ministry first become aware of the Ontario law reform commission report prepared by Dr. Schrecker?

Hon. Mr. Wrye: I would like to ask Peter Sadlier-Brown, assistant deputy minister of policies and programs, to come forward. He has an answer.

Mr. Martel: He is getting nervous. I am watching Mr. Gladstone getting nervous.

Hon. Mr. Wrye: I was first made aware of it when I read it in the Globe and Mail, Canada's national newspaper.

Mr. Martel: Peter Sadlier-Brown has said that Friday it became public, but somebody sat on it for over a year.

Hon. Mr. Wrye: Is that Friday, January 23 or January 30?

Mr. Martel: It does not matter. It is so close it does not matter, because someone sat on the report for at least a year. Oh, yes. I checked this week with the author, who sent it to the Ministry of Labour in June, 1985, asking for comments from the Ministry of Labour, as he did to a number of ministries of labour. In fact, it was sent to Mr. Gladstone, you will be pleased to learn.

Hon. Mr. Wrye: If I might, before we get into a lot of cross discussion—

Mr. Chairman: Is this a point of order?

Hon. Mr. Wrye: As a point of information and it is information I am seeking—I am working a lot in the dark—this is the report of the Law Reform Commission of Canada, as opposed to the Ontario Law Reform Commission.

Mr. Martel: Right, you are getting there.

Hon. Mr. Wrye: Just so I am clear as to what you are suggesting, in June of 1985—

Mr. Martel: A draft copy was sent to the Ministry of Labour.

Hon. Mr. Wrye: No, let us just be clear on what I heard. A draft copy was sent to—

Mr. Martel: Mr. Gladstone.

Hon. Mr. Wrye: To ministries of labour in Ontario and at least nine other jurisdictions, and perhaps to the territories.

Mr. Martel: I will not go that far. I know it was sent to Mr. Gladstone and ministers of labour. I am not going to say nine, eight, seven, six. I know who it was sent to in Ontario and I know who was asked to comment on it. A few moments ago, before we opened up the discussion, I heard Mr. Sadlier-Brown tell me, and you confirm, that in fact we in Ontario received that report only in January of 1987. I make the point that the Ministry of Labour knew about it in June of 1985 and sat on it.

Hon. Mr. Wrye: It is not our report to sit on.

Mr. Martel: You had a copy and were asked to comment on it.

Hon. Mr. Wrye: I do not know what the object of this is all about.

Mr. Martel: You will find out in a moment, once we confirm the date.

Hon. Mr. Wrye: The fact of the matter is that it was a report of the Law Reform Commission of Canada.

Mr. Martel: Right.

Hon. Mr. Wrye: It was released in January of this year, not by us, but by that commission.

Mr. Martel: Fine, you agree with the date? You do not disagree?

Hon. Mr. Wrye: Are those dates correct? I see Mr. Gladstone is nodding yes. Just for the record, we had a copy of a draft of the report asking us for comments on the draft.

Mr. Martel: Right.

Hon. Mr. Wrye: In June of 1985.

Mr. Martel: Right on. Let me tell you why I want to comment on that document.

Mr. Chairman: The procedure we are dealing with is that the member is still making his opening statement at this point. We will come to rebuttals afterwards and then go on to vote 2101.

Mr. Martel: Right. That document, like so many other documents, devastates and destroys the whole of the crap around the internal responsibility system and indicates how ineffective the internal responsibility system is. Your two buddies, the Bobbsey twins, McKenzie and Laskin, the snow job boys, recommended more of the same.

Also, your friend Dr. Ham's second report has not been made public either. It is quoted by Mr. McKenzie and Mr. Laskin, and so is the advisory council report. In fact, the advisory council report says categorically that the internal responsibility system does not work. The minister applauds Laskin and McKenzie.

I got your statement about what a great report it is. I happened to bring it with me. I did not leave it behind. Let me see what you say about McKenzie and Laskin. It is a wonderful document. It puts all the problems to rest. That is what you said yesterday; not me, you.

Here we are. We are getting to it.

1530

Mr. Chairman: Would this be a good time to entertain a procedural motion?

Mr. Martel: Here it is. It is your statement. You say: "Today I am pleased to present the report of the external review. The report makes a number of recommendations. It dismisses without reservations allegations.... I wish to accept"—it goes on. You go into the background, but you love this report.

On page 5, "The reviewers reject totally, categorically and in the strongest terms, all of the allegations...the 77 cases...and they endorse the principle that the responsibility for occupational health and safety must rest mutually with management and labour."

I presume you are saying you accept that. You like this document, do you not?

It is a lousy document. I guess what I am driving at is that outside Burkett, Laskin and McKenzie, and maybe Ham whose dream child this was, everybody else says the internal responsibility system is not worth a hoot. Maybe management does, since it has all the control. That does not say the internal responsibility system works.

In fact, you quote the number of extracts from Doern in there, whose report was done for the Royal Commission on Matters of Health and Safety Arising from the Use of Asbestos in Ontario, and you quote Bob Sass, who was running it in Saskatchewan. Tell me where they endorsed this report, if it is not highly critical of the internal responsibility system.

I would like to know why this was not made available. Did McKenzie and Laskin see this report?

Hon. Mr. Wrye: I presume, since it was not our report—

Mr. Martel: Come on, do not play games with me. Did they or did they not?

Hon. Mr. Wrye: I am not playing games.

Mr. Martel: What the hell is the difference whether it is your report or not?

Hon. Mr. Wrye: It is not our report.

Mr. Martel: It is a report by the Law Reform Commission of Canada. It says the internal responsibility system is for the birds. Laskin and McKenzie did a study for you. For almost a year at that time, you had this report saying the internal responsibility system does not work. Did you give it to McKenzie and Laskin?

Hon. Mr. Wrye: Did we?

Mr. Gladstone: No.

Mr. Martel: No. Heaven help me. The law reform commission is a bunch of dumb lawyers.

Mr. Chairman: If we are going to get into questions and answers, I am going to have to be forewarned of it so I can get people up to microphones to be identified.

Mr. Martel: We have to drag out every answer. It would have been nice if you had said: "No, they did not get it. It is not my report; it has nothing to do with me." You gave the Ham report to McKenzie and Laskin, did you not?

Hon. Mr. Wrye: If you want to engage in a debate perhaps we can start the debate.

Mr. Martel: Did you?

Hon. Mr. Wrye: The Ham report was made available because it was done for us. The other report was a draft report which we were asked to comment on, as were a large number of other groups. The possibility was, and I am sure my friend knows this, that another jurisdiction or some other group could have commented extensively, resulting in very extensive changes in the report. We were in no position to understand that or to know that. The fact of the matter is that it was not our report.

Mr. Martel: Come on, Billy. You sat on the advisory council report, Dr. Ted Harvey's report, from March. You told my leader in the House that you had given me some material on that. You gave me nothing. I got a brown envelope. All the material I got on that report was given to me. In fact, I even know who sent me the brown envelope.

You sat on that one and it was highly critical of the internal responsibility system; highly critical. In area after area, it said it did not work. The law reform commission study said the internal responsibility system does not work. Doern, who interviewed nearly every one of your inspectors, said there is no possibility of it working in plants where there is no union. I can quote a number of extracts from Dr. Harvey's report, if you want, that indicate it does not work.

Let me just give you a couple for example, so that you might know what it says. It says, "33 per cent of work places with under 20 employees were found to have no committees where there was a designated substance." Whoop-de-do. "Only 22 per cent of the committees in the work places surveyed were in complete compliance with the act," and 78 per cent were not.

The survey also found that 7.7 per cent of worker members and 2.4 per cent of management members did not even know they had designated substances in their work place. The Ministry of Labour did not know there were designated substances in many of the plants. It is incredible. You want us to believe the internal responsibility system can work, you have a report that you endorse that says we have to go this route, self-compliance, and everybody who has looked at it says self-compliance cannot work. You hid that document from the Law Reform Commission of Canada, because the law reform commission reports—whatever they are on—carry a good deal of weight in this country.

McKenzie and Laskin were not even critical of management, where most of the problems originated. I can blame your ministry for not acting very swiftly, but it did not go out and create the problems, management did. It has total responsibility for this legislation. No one else. Ham, whose dream child this was originally, and Burkett said it would work this way. All the rest of the body of evidence before us says it does not work. You have a recommendation on a \$500,000 study that says we have to continue with the same self-compliance, which all of us in this room know will not work.

I do not know why you hid the report. I do not know why Mr. Gladstone did not give the report to McKenzie and Laskin. Did it not suit your fancy? Did it not suit the scenario that was being set up by those rascals McKenzie and Laskin? The whole thing is quite preposterous and so is your ministry. I will save the rest for questions later on.

Mr. Chairman: Okay, Mr. Martel. The procedure at this point would be to move to

responses by the minister to the critics. I happen to know there are two procedural matters in front of us. Can I get those out of the way and then we will go to you, Minister?

Hon. Mr. Wrye: I am going to be required to absent myself for about 10 to 15 minutes some time after four o'clock.

Mr. Chairman: Thank you for letting us know; that is very kind of you.

The committee considered other business at 3:40 p.m.

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Mr. Chairman: We thank the members for their indulgence. I am glad we were able to co-ordinate our many schedules. We will hear now from the minister in response to opening statements. Then we will go to Mr. Mackenzie for 10 to 15 minutes and have a response to that by the minister. The minister prefers to proceed now, if he can, with the other matters.

Hon. Mr. Wrye: I want to get a few matters on the record, particularly after the latest comments from my friend the member for Sudbury East (Mr. Martel).

Mr. Martel: Irresponsible usually.

Hon. Mr. Wrye: I will start out by responding to some of Mr. Martel's allegations. First of all, at the risk of being provocative, I do not think much useful dialogue is served by personal attacks on ministry officials. I think the explanation I have given is a reasonable one.

Mr. Martel: I do not believe it. So what?

Hon. Mr. Wrye: It is time people understood that you may have a point of view on these matters and it may be an interesting point of view, but it is not necessarily the facts. Quite frankly, if somebody had shared with me a document to which we had no party, I might have been inclined to do exactly what Mr. Gladstone did. Anyone can take the opposite point of view and it fits neatly into some kind of theory, I suppose, but not all that neatly.

I want to read into the record some comments by the gentleman who wrote the paper called Work Place Pollution, which was put out by the Law Reform Commission of Canada. I will quote from page 35 of the document in reference to Mr. Martel's belief that the internal responsibility system has been completely destroyed and diminished for all time in this document. I will read two sentences from the bottom of page 35, which follow a discussion of the limits of internal responsibility—and there are limits and they are limits which this government recognizes. That is where this government differs with Mr. McKen-

zie. The problem my friend from Sudbury East has is that he does not think the internal responsibility system has any role. Co-operation by the work place parties has no role in his view of life.

Mr. Martel: Is that an allegation you are making? You might read my full report. It does not say that.

Hon. Mr. Wrye: To quote from this document: "The preceding discussion"—on the limits of internal responsibility—"should not be taken to minimize the usefulness of internal responsibility as a way of creating a process of ongoing internal inspection of the work place. At the same time, internal responsibility cannot be expected to replace a more conventional regime of externally imposed and enforced regulatory controls on work place pollutants or to function effectively without support from such a system." I could not have said it better. I do not know where the member has been.

Mr. Martel: I have forgotten more about this act than you will ever know about it. Do not start to question my credibility in this field.

Hon. Mr. Wrye: The member has asked us to give some indication that we are being tough. I will just put a couple of statistics on the record, if I might, starting with prosecution files received by the legal branch. I will be putting this on the record against a backdrop of the fact that 90 per cent of the nonfatality files received by the legal branch are prosecuted.

The 1981-82 total, and this would include fatalities and others, was 226. In 1982-83, it was 337; in 1983-84, it was 354; and in 1984-85, it was 357. Last year, as a result of the new orders policy and the new prosecution policy beginning to trigger in during the latter part of the year, the number rose to 412. I realize we are still in the early part of February, but we do have an estimate for this year. By the end of 1986-87, we estimate the references to the legal branch will go from 412 to 801. That is double in one year.

Mr. Martel: How many convictions did you say?

Hon. Mr. Wrye: That is clearly an indication that the process that my friend has harped about for years has begun to take effect. That is exactly what he has been talking about. Now that he is getting action, for some reason he does not like that.

My friend asks, "How many convictions will you get?" I heard that aside. Frankly, since we have 801 recommendations to the legal services branch, we probably will not know exactly how

many convictions are obtained out of that 801, or indeed how many flow out of the legal services branch, until some time well into and perhaps even at the end of fiscal 1987-88.

Mr. Martel: You will agree, though, that I have them for 1985 and 1986. You gave them to me.

Hon. Mr. Wrye: We will get to that in a minute.

Mr. Martel: It is your report.

Hon. Mr. Wrye: You can talk about what flows out, but I am sure you understand that what flows out of the legal services branch, and indeed what flows into court, may be delayed for months and perhaps for well over a year in some cases.

Really, the first triggering of the new enforcement policies of this government can be seen in the numbers that have been produced this year. I repeat them for the record. We had 412 in the year ended March 31, 1986, and we estimate that in the year which will end in a month and a half we will go from 412 to 801. It seems to me that is a clear indication that there is under this government much more rigorous and effective enforcement of the act.

Mr. Martel: Three times as many workers.

Hon. Mr. Wrye: We will get to that in a second.

Mr. Martel: They are your figures.

Hon. Mr. Wrye: Let us get to it now. My friend continues to suggest that we are giving contradictory information on prosecutions. Yesterday, and indeed earlier in the House, Mr. Martel asked me a question regarding two documents he received from me concerning the number of convictions of workers and employers. His question in the House was whether I could tell him which of these two documents he should believe. It was all to do with his great harangue about the swamp and how we cannot get anything right. It was all great fun.

I hope my friend will read carefully his correspondence. The letter of January 19—that is, the letter as opposed to the question in Orders and Notices—outlines convictions for charges laid under part III of the Provincial Offences Act. The fact is clearly stated in the letter, as I understand it; I do not have a copy of the letter with me.

The document of January 20—this was the information asked for by the member in a question in Orders and Notices—states the number of workers and companies convicted under the Occupational Health and Safety Act. I am sure my friend is aware that this includes

convictions for charges laid under parts I and III of the Provincial Offences Act.

He was asking two different questions; naturally, he got two different answers. He got the answer to the question he asked in his letter, and he got the answer to the question he asked in Orders and Notices. All I can say to my friend is, he asked the question and got the answer.

Mr. Martel: Even using the set of figures you provided me with, if you look at what you gave me for 1984-85 and 1985-86, you had three fewer convictions in 1985-86 for companies and three times as many for workers; so do not give me that baloney.

Hon. Mr. Wrye: No. Hold on. It is the worker issue. One asked for ticketing and the other did not.

Mr. Martel: You do not do that to management, though, do you? You do not give tickets to management, do you?

Hon. Mr. Wrye: I believe your legislation proposes to do some of that. As we always do with your views, we are taking a very careful look at that.

Committee members will be pleased to hear of what I think are some fairly positive recent finds. I say "positive" because I think they are a reflection that perhaps we are being more effective. I am sure some members will argue with that. I think it is also a reflection that the courts are beginning to take this act a lot more seriously than they have. I sense we may have some very strong disagreements, but I do not think there is any disagreement among the three of us that in the past the courts perhaps have not brought in the levels of fines that any of us in this room right now discussing these matters would have wanted.

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On January 19, 1987, Stelco was convicted of a breach of clauses 14(1)(c) and 72(c) of regulation 692 in connection with an accident that injured two workers at the Nanticoke plant, I guess, in Cayuga; they were overcome by toxic gases from a smelting operation. The fine in the case was \$14,000.

On February 3, just one week ago today—and I hope Mr. Martel is paying attention to this—Q-Sons Construction Ltd. was convicted on two counts. On a breach of clause 13(1)(a) of the act and sections 23 and 39 of regulation 291 back in February 1986, they were fined \$15,000, and on a breach of clause 27(1)(b) of the act back on March 17, 1986, they were fined \$25,000, for a

total fine of \$40,000. I think that is the largest single fine lodged against a company.

The case of the Toronto Historical Board, as members will know, and Michael Fuhrmann—a terrible accident in which the young man lost his right hand, I believe—was argued before Judge Foster in November 1986 and a fine of \$12,500 was agreed to by the judge.

In December 1984—this is an older one—there was a fine of \$25,000 against Allied Canada.

I think the courts are finally getting the message. I am not trying to provoke anything, but I genuinely believe there is unanimity, certainly among the members of the committee who are sitting here at this time, that it is appropriate in these very serious offences where people's lives are affected, and indeed sometimes lost, that this level of fine be imposed.

A couple of quick responses: my friend the member for Sudbury East asked about the adequacy of respirators provided in the mining sector and other sectors and about the findings of Dr. Kaye's research at Laurentian.

Not to take up too much time, Mr. Martel, in mid-January I received a letter from Dr. Kaye requesting funding for respirator testing. He is asking for \$250,000 to \$260,000 over three years, if I am not mistaken; it is somewhere in that range. As a result of various conversations with my officials, he is submitting a proposal for funding under the interprovincial lottery awards trust fund. He has indicated his proposal can be expected by the end of February, and I give my friend the assurance the proposal will be very seriously considered indeed.

In terms of the Richard Kerr fatality—and I realize the particular sensitivity of having any kind of fatality, but certainly one where an acquaintance or a friend was killed—there certainly are no quick fixes to ground control problems, as my friend knows; in this area, not on all others, my friend probably knows better than I. We are certainly attempting to deal with it in a positive way with a draft report and more particularly to deal with it in terms of getting the expert people we need. The file, I can tell my friend, has been referred to the legal branch for consideration for prosecution. Obviously, it is a very difficult case, and I can assure my friend the matter will be looked at very carefully.

Mr. Martel asked why the government killed the Windsor right-to-know bill, Bill Pr6, An Act respecting the City of Windsor. I am just delighted he has given me an opportunity to respond to this, because I really have a certain sensitivity to this, I guess for a couple of reasons.

First of all, obviously, Pr6 is an act affecting my own community, and I very much want to see something like that move forward. Second, we now have before the House Bill 101, a piece of legislation which I am very proud of and which the ministry has every right to be very proud of; it will be a real centrepiece legislation in terms of moving forward in the area of the right to know. As all members know, it not only brings in workers' right to know but also extends that right-to-know provision to communities.

I want to say to my friend, there are a number of very good reasons, and I could go over all of them, the government chose not to proceed with Bill Pr6. I make no bones about the fact that my recommendation was that we not proceed. I would ask my friend if he would tell me what the mechanism for protection of trade secrets is in Bill Pr6. There is not one.

Mr. Martel: Can you let me respond?

Hon. Mr. Wrye: Certainly.

Mr. Martel: My friends in the trade union movement who work in that field, the chemical workers, tell me that for most of the products, hiding behind the secrecy act is a lot of nonsense. Most of them have been able to take those bloody new patents and tear them apart in no time flat, and everybody knows what they are. Those in the trade union movement who are involved with working with chemicals laugh at that thing, because they do not believe it. They are the people who have more information on toxic substances and the like than any other unions. They are not quite taken in by the trade secret nonsense.

Hon. Mr. Wrye: That may be all well and fine, but that is not a position that the Canadian Labour Congress put.

Mr. Martel: They went as far as they could get, and you know it.

Hon. Mr. Wrye: They went as far as they could get, and I suppose it can also be argued that management did exactly the same. At the end of the day we had what we call a consensus document. Now you want to ignore the consensus. I do not think it works that way. I do not think you can say, "We have this document, and now we are going to ignore it." The fact of the matter is that you do not have a trade secret mechanism in that information. So what would have happened?

My friend does not deal with a little detail such as that. We did an estimate of what it would have cost to go forward with Pr6 and then have right-to-know legislation make Pr6 redundant.

Our quick estimate was somewhere between \$250,000 and \$500,000.

Mr. Martel: If it had saved one life, it would have been worth it.

Hon. Mr. Wrye: I appreciate that, but it would have cost \$250,000 to \$500,000 and it probably would not have been in place by the time the provincial legislation superseded it.

Mr. Martel: Then you should have let it go through. You cannot have it both ways.

Hon. Mr. Wrye: We have given very substantive reasons why we did not proceed. I am sorry my friend does not agree with it, but I think he would want to have it on the record that Pr6 had no trade secret mechanism.

I am sure my friend the member for Brantford (Mr. Gillies) would understand. Understanding as he is of the work place hazardous materials information system agreement and of the consensus that was reached, he would not have wanted to proceed, in spite of the fact that some of his colleagues did, with a private bill which did not have a key aspect of the work place hazardous materials information system and which, in that respect, repudiated the consensus agreement.

Mr. Gillies: All I can say is that I am in partial agreement with the minister. I would also say that Pr6 was a demonstration of a great deal of concern by a community. A feature such as the minister wants could easily have been amended into the bill in committee.

Hon. Mr. Wrye: With respect, it could not have. Were we going to have municipal trade secrets? Nobody tried to put it in, did they?

Mr. Gillies: No.

Hon. Mr. Wrye: I am not happy that we have not been able to proceed with Bill 101. We have been making every effort, and I ask my friends to do so, to make sure that when the House resumes in April of this year, we can proceed. As soon as we are through the throne speech debate, within a handful of days we may even have a small window of opportunity. I think we will have about a week and half between the throne speech and the budget. If some of the things I was reading in the press today indicating the day of the budget are true, we may have a short window of opportunity. If the federal government has made its preparations, we can have the amendments ready to go and we can pass this bill in a single afternoon.

The member asked in committee, as he also asked or commented in the House—sometimes he does not ask; he just comments—why repeat orders were not included in the most recent

Ministry of Labour annual report. I know my friend received on January 20 of this year a full and complete response, with the repeat orders issued in fiscal 1985-86. I can only say to my friend that it was a judgement call that was made. I am not even sure I was asked about the judgement call that was made; it may have been made by the director of communications and the deputy. I do not know whether you, Mr. Thompson, or a previous deputy made the decision as to whether to include the number, since the era of repeat orders had ended.

Since my friend asked, we stated in our response, and I am glad to have it and I will be able to use it in the House, that up until November 21, 1985, there were a total of 3,875 repeat orders from April 1, 1985, to November 21, 1985.

1620

Mr. Martel: Is the era of noncompliance gone?

Hon. Mr. Wrye: Not if you have 801 special action requests this year. Regrettably, the era of noncompliance is obviously not gone.

Mr. Martel: How many others sit in a district office and have not been referred to Toronto for a prosecution or consideration of a prosecution? I am talking about how many cases of noncompliance are out there. There is nowhere that anyone is going to have that figure. That is one of the criteria by which you measure whether you are being successful: whether management complies with an order when one is served on it. That is important to know, and I do not see why we should have to dig it out.

Hon. Mr. Wrye: Could I ask Dr. Arthur Gladstone, the acting executive director, to come forward? I am not trying to put words in your mouth, but if I can put this matter another way, I think what you are interested in knowing is whether in all cases we send forward special action requests; if, by compliance dates, there is noncompliance, does that process begin?

Mr. Gladstone: Once a compliance time period, which has been established by order, has been passed, the officer, according to the orders policy, is to leave with the employer—assuming that was the person to whom the order was written and the time line was placed against—a notice that he would be subject to prosecution under section 37 of the Occupational Health and Safety Act.

Mr. Martel: What I want to know, and I think people have a right to know, is how many times a year your staff issues an order, then goes back

and finds the company has ignored the order. How many times does that occur? I think it is an indicator of whether industry really is concerned. Over the years, 10 per cent to 15 per cent of the people have totally ignored the order. That bothers me.

Hon. Mr. Wrye: I have heard your request and it is not unreasonable. We initiate special action requests—we have a notice under section 37—if there has been noncompliance, in most cases. I have seen some cases, however, where we have initiated a section 37 or special action request, and then the decision has been made not to prosecute. That decision is not made by the minister or, in many cases, by the deputy. The matter will flow up to the legal branch. One of the legal branch's responsibilities is to assess whether there is any likelihood of a conviction. With respect, that is an area of expertise you, I, my friend the member for Brantford, my friend the member for Hamilton East (Mr. Mackenzie) and even you, Mr. Chairman, in all of your wisdom, do not have.

Mr. Martel: My understanding is that they do not all go to 400 University Avenue; some of them sit out in the field.

Hon. Mr. Wrye: There may be some discussion with supervisors that results in those special action requests not going forward, but that is a matter between workers and supervisors.

Mr. Martel: Even before there is a request, I would like a figure that says the Ministry of Labour staff issued, let us say, 75,000 orders, and in four per cent of those cases, or whatever it is, management chose not to comply and you had to go back.

Hon. Mr. Wrye: Sure. Mr. Gladstone, it would be fairly simple, would it not, for an inspector, when he goes back, simply to note—no matter what else he does—that on the date he went back, an order was not in compliance? I see Walter Melinyshyn nodding that this can be done. If that is a figure you would find useful, Mr. Martel, we can—

Mr. Martel: It is for your purpose, too. My concern is that for years, 10 per cent to 15 per cent of the orders have not been complied with. That is an indication that management simply ignored the orders by your staff. Surely management has got to know that when it gets an order it has to comply.

Hon. Mr. Wrye: I think they do.

Mr. Martel: If 10 per cent or 15 per cent choose not to, that should be duly noted, so that

we can say: "Wait a minute. They are not complying with orders."

Hon. Mr. Wrye: You raised a case. I will give you an example.

Mr. Martel: I raised a couple of cases.

Hon. Mr. Wrye: You raised the case last week of Great Lakes Steel Ltd.

Mr. Martel: Yes. I have it with me. Great Lakes Steel: silica and lead.

Hon. Mr. Wrye: Those silica and lead assessments were to be completed by a compliance date of mid-May last year.

Mr. Martel: June 13.

Hon. Mr. Wrye: And they were not?

Mr. Martel: They were not.

Hon. Mr. Wrye: Special action requests were left at the plant.

Mr. Martel: Still not finished.

Hon. Mr. Wrye: The assessments are in.

Mr. Martel: The union did not know by last week.

Hon. Mr. Wrye: They did not know because they went in on Friday. The inspector was back on Friday.

Mr. Martel: That is almost a year.

Hon. Mr. Wrye: Certainly, there is a bit of a judgement call in terms of the inspector as to the action, because there were some other possibilities. However, in terms of a potential prosecution, certainly a special action request was turned in. I believe it may have been left at the plant right at the time; it may have been turned in later. That is the proper procedure to follow. Matters proceed at a pace from there.

Mr. Martel: The compliance date was supposed to be June 13. We are now down to February.

Hon. Mr. Wrye: Yes.

Mr. Martel: And noncompliance with two designated substances. They are both designated. They have not been complied with to this time. Some people might argue that the company was not given sufficient time, because you are dealing with designated substances. It might have new ventilation. There is a whole host of arguments that I can appreciate. In your statement yesterday, you said, "We are going to cut that down to 20 per cent of the original time." But from June 13 to the present, in my humble opinion you have had opportunity galore to at least get back there. We are talking seven or eight months since they were supposed to comply and they have not complied yet.

Hon. Mr. Wrye: We have been back and testing has been done. Because the matter is sort of in the mill, I really feel a little uneasy at commenting about certain things I know, and I think you would understand that. I thought the issue you raised, my friend, was instructive. As I told you before, even though you tried to wear me down over the last year, I have not changed my view of taking the individual circumstance and looking at it from what it means in the broader picture. It raised a couple of issues and I will share these with you and members of the committee.

It raised the issue of those companies. You know, one says we should leave an order. You go and you find a machine unguarded or you find some minor problem. You leave an order and perhaps you do not charge. You come back, or you even come back on your way out of the plant, and the work has been done. It raises the problem that you go into a plant and are forced to ask for an assessment of a designated substance that has been designated for some time. Should that simply be an order, or X of years later do we have every right to expect those assessments ought to be done? We are discussing the implications of that.

The second matter, and you have made the point yourself, is what happens where there is noncompliance. It is fine to charge the individual but presumably, if we have written an order, we have an unsafe circumstance and an unsafe situation. In this situation, we assess them. There were a number of options and a number of reasons that the inspector chose to do what he did. Nevertheless, in terms of our orders policy, we may be looking at a sensitivity to what happens where we are faced with situations of noncompliance. There are ways to achieve compliance which may involve prosecutions but may also involve such other matters as stop-work orders. Certainly, we have to look actively at that.

The Acting Chairman (Mr. G. I. Miller): Minister, do you want to go on with your response?

1630

Mr. Martel: I wonder whether the minister would be prepared to deal with rights as they occur under the present legislation. Everything else is superfluous until we grapple with the problem under the internal responsibility system. I noticed you were pretty selective in what you chose. You could have chosen to read from this report the following statement:

"Union membership may be even more important in procuring the effective right to refuse unsafe work. Available evidence suggests that the right is very seldom used in nonunion shops"—

Hon. Mr. Wrye: I agree.

Mr. Martel: —which, by the way, represents 60 per cent of the working people of this province—"although at least one employee in such a shop has successfully defended a refusal before the Ontario Labour Relations Board. Unions are much more likely than individual employees to have resources both to defend workers and to defend themselves against possible subsequent reprisal.

"Even union members face a major constraint on the exercise of the right to refuse. Their refusal may result in the unavailability of work for other employees. Only in Quebec does the law entitle workers thus idled, as well as other workers who refuse, to pay for time lost."

That statement pretty well says it all. If you have a powerful union, you have a chance, although not all that good; if you have no union, you are dead in the water. You know it; I know it. The complaints you get from nonunion shops are primarily anonymous calls, because the workers are even afraid to identify themselves. I have looked at almost all your documents and everything most people write. You will not talk about powers and rights; you talk about responsibilities. What goes with responsibility, if you do not have any power?

Hon. Mr. Wrye: I understand that. Let us talk about that for just a minute.

Mr. Martel: That is where we are at.

Hon. Mr. Wrye: Perhaps we can leave it with that. I want to make a few remarks in terms of Mr. Gillies's opening statement. I know Mr. Mackenzie has some material and Mr. Pope has been good enough to wait patiently. He has some matters he wishes to raise in terms of the gold miners issue. My friend the member for Sudbury East may want to get involved in that as well.

Let us talk a little bit about rights, responsibilities and power. I share in the first instance, and I think my colleague the member for Brantford does as well, a sense that in 1987 the act as it is now does not confer enough rights or power upon workers. You can see that and you raise a point that I think would be obvious to anyone. You raised that issue last year. I believe the number of work refusals in union work places compared to nonunion work places is a little less than nine to one. The number has been going down, but very

slowly. That is not so surprising in terms of reprisals.

Once these matters come forward, you will see that the government's determination comes forward. I think you will see that the government has attempted to grapple and to come to grips with the issue of affording some additional powers to workers.

Where I may break ranks and take issue with you is on the point you made yesterday. You acknowledged that you have undone the balance. If management had more power than workers before, you certainly tilted the swing in the other direction. There is no doubt about that.

Mr. Martel: Right. I have not hidden that.

Hon. Mr. Wrye: You have not hidden that and you have not made any effort to hide that you have given workers substantially more power than management.

Mr. Martel: They are the ones who are dying. You may concede that they are the ones who are being killed.

Hon. Mr. Wrye: I do not exactly agree that A equals B.

Mr. Martel: No, but you will agree it is the workers who are getting killed.

Hon. Mr. Wrye: In most cases, yes.

Mr. Martel: That is what I am saying. All right, we have that down.

Hon. Mr. Wrye: I certainly readily acknowledge that.

Mr. Martel: Good.

Hon. Mr. Wrye: I share a couple of matters with you. At the end of the day, you and I may have to agree to disagree, and I think we will, on whether this kind of so-called solution you have proposed will be any solution at all in any work place or whether you have simply created an era of harsh confrontation.

Mr. Martel: That is what is there now.

Hon. Mr. Wrye: That is right. You have been busy denouncing that and you now want to replace one era of harsh confrontation with another one.

Mr. Martel: No. Do you know what I really want? I deliberately set that bill up. I wanted your comments. I am prepared to have equal power in the work place, but the problem lies with the imbalance. It is easy for middle management on the health and safety committee at present to agree because they know upper management is going to say "Nyet." They are going to say no. The boys working together in the shop, they get along well, they get agreement, except that they

do not make the ultimate decision. Nowhere in McKenzie and Laskin did they talk about some sort of arbitrator, some sort of commission, some sort of body external from the Ministry of Labour which makes a decision that you are either right or wrong.

I am prepared to give equal power. You are not even prepared to go that far. That is what worries me. You want to leave it the same. You can choose all the weasel words you want as you try to say I shifted it. You are damned right I shifted it because it is the workers who die, not the managers. It is the workers who die of cancer. It is the workers who get killed in the work place. How many owners got killed last year?

Hon. Mr. Wrye: Are you telling me you are just kidding me with your amendment?

Mr. Martel: No. I am not kidding.

Hon. Mr. Wrye: You wanted to deliver the provocative extreme in an effort to have us meet you halfway?

Mr. Martel: I am saying that, eventually, you give me halfway of equal power and an external body to determine who is right and who is wrong and I will buy it, but you will not go that far to give equal power. It could be similar to the Quebec situation if need be. It would go to somebody; it could be the Ontario Labour Relations Board. Call it another name. I do not care what you call it. You will not go that far either because you want to advocate the internal responsibility system as is and tighten up the nuts and bolts so we do not have so many bad scenes, but you will never give equal power to the workers in the work place, never.

Do you know where it works? Mr. Pakalnis is here. He will tell you. It works in mining. It works excellently at Inco, because Inco has decided it is going to work. It has 15 worker-inspectors—I think it is 15 now; I could be wrong—who are paid by management to go around, and in 10 years they have dropped the number of accidents from 13.8 per 100 to 2.8 per 100. That was because upper management decided it would work and that it would accept the responsibility of paying those guys. They have not been irresponsible.

You are not prepared to go that route and most management is not. You want to tinker with the system, my friend. In the amendments you are proposing you are going to tinker with the system. You are not going to shift the balance of power one iota. You cannot even get 10 or five, whatever figures you tried to get through cabinet. The point is, give me a straight answer: are you prepared to give equal power, yes or no?

Hon. Mr. Wrye: That is the thrust of the amendment.

Mr. Martel: Yes or no? Do not tell me about the thrust. Are you prepared to give the workers equal power with upper management in this legislation; yes or no?

Hon. Mr. Wrye: I think the amendments provide a new balance of power between the parties.

Mr. Martel: Equal power. Are you prepared to give the workers equal power; yes or no? Do not give me weasel words.

Hon. Mr. Wrye: Well, I—

Mr. Martel: Yes, I know. When they start to stammer, I start to worry.

Hon. Mr. Wrye: We can have a discussion about this another time.

Mr. Martel: Just tell me if you are prepared to give them equal power.

Mr. Chairman: Order. I am trying to get a little control of the meeting, if I might.

Mr. Martel: This is the key to the whole act. The rest is baloney when you want to get through it. This is the nuts and bolts. Are you prepared to give them equal power?

Mr. Chairman: Order. If I might—

Mr. Martel: Do not interfere.

Mr. Chairman: I apologize.

Hon. Mr. Wrye: We really did need 16 hours.

Mr. Chairman: I know it is going to be difficult for us to compress the hours. Unfortunately, the answer has been repeated twice and I think that is a reasonable guess.

What I want to do is to make sure that both Mr. Mackenzie and Mr. Pope have a chance to get in at some point. Unfortunately, I had to leave the room for the last few minutes, so I am not sure what stage you are at.

We will examine the material on Mr. Gillies's opening statement and then we will go to Mr. Mackenzie and Mr. Pope.

1640

Hon. Mr. Wrye: Mr. Gillies can certainly feel free to jump in if there are some health and safety issues I have not dealt with that he wants to deal with. In terms of response to him, a lot of Mr. Gillies's opening statements surrounded issues on employment standards.

Just going from memory, they were plant closures, domestics, pregnancy leave and a number of other issues. The member quite properly was pointing out that we were discussing all of this last year and here we are again,

same time, but maybe a different place. Let me, for the sake of shortening this, because regrettably we have only this day—

Mr. Chairman: This brief time together.

Hon. Mr. Wrye: This brief time together, and I know we will do so much better next year. I want to point out to the member that many of these areas he has raised fall under the Employment Standards Act. To say the changes have not seen the light of day does not mean necessarily, in all cases, that the ministry has not concluded its discussions on the issue and come forward and, indeed, made a determination to propose changes, if any.

As we are doing with the Occupational Health and Safety Act and as it is hoped we will be doing in the next while with the Labour Relations Act, the Crown Employees Collective Bargaining Act and the Hospital Labour Disputes Arbitration Act, we are really looking at a package of amendments. I must say the package will probably, in terms of employment standards, be at least two in number, because I would propose and like to be able to proceed with some of these changes before we can receive Mr. Donner. The problem arises in terms of waiting for Mr. Donner to report and then our having a period for consultation and consideration. While the parties are represented, there are certainly more people involved in this issue than simply those five individuals.

The issue of plant closure is a very important issue, as the member points out with some numbers that, quite frankly, in the early part of 1987 are not what I would want them to be. Issues of severance and notice revolve around that, as well as other issues, not in some cases necessarily major issues, but certainly important to the people involved. They are not threshold kinds of issues, we think we can proceed with them in the next short while, probably in the very early part of the next session of this parliament.

We are looking really at two packages, with Mr. Donner and the hours of working overtime as the centrepiece of the second part. But I do want to give my friend the assurance the work we promised him was ongoing. With the estimates process we had last year, some of them may no longer be ongoing. They may be resolved and may be waiting to be folded into a package of changes.

Mr. Gillies: I hope so. I just want to say, at the risk of being argumentative, that you are saying more or less what you said 14 months ago. In the last set of estimates, there were going to be reforms in a number of these areas, and here we

are 14 months later. I will tell you what worries me a little. Sometimes these things get very complicated and it seems to be a chain of events. Something has to break the logjam.

For example, you tie your wish to bring in a package of reforms for domestics to the Donner study on overtime. That study is extended from February to September, and suddenly we see a number of issues snowballing some months hence. You have to break a couple of those logjams to address some of the specific issues.

Hon. Mr. Wrye: I want to be candid with my friend. I do not sense we have a logjam. We have a couple of issues that are very difficult and very tough. I have said before, so I do not mind saying again to the committee, that the issue of justification, whatever that is, is perhaps the most perplexing and profound issue.

There are not a whole lot of models out there, with all due respect. We have had a look at a number of so-called European models. There is not much around North America. We have been trying to devise a useful and unique Ontario solution.

In his remarks yesterday, the member spoke of Cadbury, Goodyear and a number of other very troubling situations where there have been closures and large layoffs. I believe it may have been in the chairman's riding or in Scarborough-Ellesmere where there was, at least for a short time, a layoff of a whole shift of the General Motors van plant.

Mr. Chairman: It was in my riding. I got them back to work.

Hon. Mr. Wrye: Through the good offices of the member for Scarborough West, those workers are all back on the job.

We are working on those matters as quickly as we can. I do not think we have reached a stumbling block; it is just that they are very complex issues.

While mentioning Cadbury, I do not believe I have the letter here, but I will share it. I am sure Mr. Gillies and Mr. Mackenzie would want to know that last week the government wrote to Mr. Andre asking him to take certain action on the Cadbury matter, to have the tribunal fully review in a public hearing the matter of the Neilson purchase of Cadbury and the decision to close which accompanied that purchase announcement; and further, that the closing date, which I believe is set for this Friday, be delayed. It seemed to us that there was no magic to that closing date, and we have asked that those matters be held off until such time as the tribunal has finished its work.

Those matters were requested of me by the leadership of Local 222 of the Canadian Auto Workers union, whom I met with last week. As well, they raised at the time the possibility that actions taken by Mr. Wilson in his upcoming budget would help. There were some noises that there was the possibility that the plant could be saved if only the 12 per cent federal excise tax would come off. I do not believe that is the case, but I wanted to share that with the members.

Mr. Gillies: That is a good step, but I do not want have to quote the Premier (Mr. Peterson) to you again. Remember those glowing words from the 1985 election.

Hon. Mr. Wrye: I actually have not committed them to memory.

Mr. Gillies: I could search through my notes, but I can paraphrase.

Hon. Mr. Wrye: Maybe you want to leave me a copy.

Mr. Gillies: I can paraphrase for you. Where there were large layoffs in Peterson's Ontario, where there were plant shutdowns, these things would not occur under a Liberal government. That is so much election rhetoric; we will put that aside.

He did say that when there was a case of this sort, where the plant was salvageable and economically viable, there would be bridge financing and steps taken by the government to see a plant through a difficult time until either private financing came forward or there was the possibility of a worker buyout and so on. These were the kinds of commitments made by your leader to take office, and some of those can be creative solutions.

Hon. Mr. Wrye: That is a good point. The CAW has certainly raised the issue with us as to whether the Cadbury plant is economically viable for an employee buyout and has asked for our help in getting that kind of information on the record. I think one of the questions the tribunal would answer is the whole issue of economic viability.

As you know, the company has placed on the record its point of view that the two plants, together with a number of other company plants, given a number of happenings in that marketplace, are not all economically viable. I believe the company has indicated that plant has been losing considerable amounts of money on a regular basis.

I think my friend would agree that the tribunal is a good mechanism to deal with that, since all that matter would then have to be placed on the

public record. That is the position the government of Ontario has taken in this very important matter.

Mr. Gillies: I do not disagree. We are not going to solve it here, but we want to know that you are not averse to the kinds of solutions and very definite action for which your leader indicated support in the past.

1650

Hon. Mr. Wrye: We are working on a solution which I believe is a very helpful and very creative solution to a very difficult and perplexing problem, perplexing in this province as well as in every other jurisdiction in this country and in North America.

Mr. Martel: No shortage of adjectives.

Mr. Gillies: Yes. Let me quickly ask you about a couple of specifics, because I took a lot of time yesterday and I know my colleagues want to get on.

You are going to bring in a package on the Employment Standards Act. You had our support on the initiative you took in counteracting the unemployment insurance changes.

Hon. Mr. Wrye: Yes.

Mr. Gillies: Are you prepared, in your package of changes, to close the other loopholes in the severance pay bill? I am sorry to say I first raised this when I was parliamentary assistant to Russell Ramsay. I told Russ at the time I felt we should do it. I still think we should do it, especially the 50-and-under clause.

Mr. Chairman: Why does nobody listen to you, Mr. Gillies?

Mr. Gillies: I do not know.

Hon. Mr. Wrye: There are a number of issues: the numbers of workers involved; the five-year triggering mechanism; whether it is a full or partial closure or a major layoff; and what a mass layoff would be.

Mr. Mackenzie: We were debating the original motion and could not get the support.

Hon. Mr. Wrye: With Mr. Pope here, what is a major layoff in a small community in northern Ontario that would devastate a town there may be and certainly for any workers is a tragedy, but it would be a drop in the bucket in a place like Toronto.

It varies from community to community, but we are looking at all the issues. There are a number of housekeeping amendments that will close loopholes, and then there are a number of substantive amendments we are looking at. All I

can say is that my friend will see the solutions the government proposes at the appropriate time.

Mr. Gillies: The size of a layoff is one thing. Another thing that frustrates all of us is the deliberate frustration of this section by timing and staggering layoffs. I have seen it happen in larger plants in Brantford and I find it very frustrating. My colleague says he has heard of one of these cases recently.

Hon. Mr. Wrye: Just as an aside, there is an interesting case. I am trying to remember the specifics of it. Abitibi is one. There is another interesting case at Goodyear, I believe, which involves an offset from the supplementary unemployment benefit fund of severance pay benefits, which we are dealing with. The recent buyout at Abitibi is another case we are dealing with right now. Not surprisingly, people are looking for ways around it, I suppose.

The branch is dealing with those instances as they arise. Where it is appropriate to change the legislation, I say to my friend we will. Without having the cases in front of me, I cannot discuss them in great specifics, but one of the difficulties, as my friend knows, is not always so much the wording of the legislation as the interpretation one places on the words. That is when the lawyers get rich.

Mr. Gillies: I will raise one other item I asked you about during the last estimates, the whole question of part-time workers. Are you and your colleague in Consumer and Commercial Relations thinking about any further initiatives we might take in this area in terms of extended protection for those part-timers who have a durable relationship with an employer?

Hon. Mr. Wrye: You are talking about pension benefits. As you know—I am just looking at this note; I am going from memory—there are some changes proposed in Bill 170.

Mr. Gillies: There are some.

Hon. Mr. Wrye: Those matters in Bill 170 will be discussed, I believe, in committee when this session is out. It requires that pension plan eligibility be extended to part-time workers earning not less than 35 per cent of the year's maximum pensionable earnings as set out by the Canada pension plan. That criterion results in a figure of slightly over \$9,000 a year. That is, pension plan eligibility would be mandated for those earning approximately \$3,150 or more. As the member knows, neither the Employment Standards Act nor the Labour Relations Act exempts part-time workers. Regular part-time

workers are explicitly included in the current severance pay section, just going back to that.

There have been some significant changes. All I can say is that there are certain aspects in the Employment Standards Act that do not catch part-time workers now. Mr. Mackenzie raised them last year. We are really looking at those on an item-by-item basis.

Mr. Mackenzie: I have no prepared statement at all, but I do have probably 10 or 15 minutes I want to use in these estimates. We had agreed originally when we understood you might be ill for a while to pass them up. For that reason, I did not prepare anything. Then we decided that the six hours or whatever time we actually achieved in these estimates would be largely turned over to our safety and health critic.

I want to start by saying the minister has made some of his own trouble in terms of being a little bit under fire in the House. I recall well the arguments he made with Bette Stephenson, Bob Elgie and Russell Ramsay, and I made them myself, that it was time the Minister of Labour became more of an advocate for labour. I well remember those words of the minister that he was not only the Minister of Labour, but the minister for labour.

That is where he has made his problem, because the practice has not lived up to the comments that were made. It is something that none of the three previous ministers would do. Indeed, if I am reading the newspapers right about the strike in the minister's own riding—and they may have it wrong—I got the distinct impression that he would be seen to be unfair if he moved in terms of the strikebreaking situation, which is not the kind of a comment he was making when he was trying to garner whatever support might be there in the labour movement.

When I say he has made his own problems, that is a good chunk of it. I want to start out by saying that on the safety and health stuff, I think he is living in a fool's paradise if he thinks the weight of opinion in the trade union movement and among organized workers is not on the side of the bill my colleague Mr. Martel brought in. We do not hear as much from the unorganized workers because they do not have the protection, clout or mechanisms in place to protect them.

I can only presume that some of your people were around the press conference last week when there were probably 200 trade unionists there, maybe more. I know there were 77 from my own union, the Steelworkers, and almost every one of them were safety and health chairmen of various locals.

Nothing else has so effectively rallied the trade union movement as the McKenzie-Laskin report, because it is a farce and a whitewash, and that is a unanimous perception in the union movement. The comments my colleague has made about the internal responsibility system are unfortunately true. They do not see it working, largely on the basis that there is not the equality of power there.

Do you think you will get away with less than making workers at least equal? I have no difficulty at all in going further than the work place because it has never been my impression of workers that they deliberately want to curtail production or cause problems. I think that is something like the old argument we get about those people who are cheating on welfare. It is just not a valid factor.

There does not seem to be real equality in the safety and health legislation. There is not an acceptance that we are dealing quickly enough with toxic substances and with some of the hazards in the work place. One of my own sons is a vice-president of one of the the locals at Camco Inc. I know the problems they are having to this day with some of the contaminants on the assembly line there, some of the walkouts they have had, and the difficulties they are having in current negotiations with the company over the situation. I could multiply that by a dozen different plants from my own personal knowledge.

1700

At one stage I noticed about six camera operators roaming around in the lobby because they could not all get into the press conference. Talking to the people, I did not hear anybody who was not underlining in spades what was being said by that leadership in the trade union movement.

The safety and health issue is a major one, and this government has not done what it should. I would like to summarize some of the other areas that concern me. I have heard some of them mentioned. I gather they were in the remarks of my colleague Mr. Gillies. I have not put them under headings and I probably should. I have nothing but a series of complaints I want to raise with you.

One is the severance pay situation. We have not seen any action on closing the loopholes that exist, and they are great, in severance pay. I am glad to see that under 50 is now part of the program. As far as my colleague goes, maybe we can get together and see that this happens in the House. As I recall, that was an amendment we moved when this bill originally came in and we

could not get your support at that time. There has been no action in 14 or 15 months on the issue of severance pay, and it is certainly going to be a growing issue.

There has been no action on probably the most important item, the issue of plant closures. I do not know why it is taking so damned long to do something there. I do not think you can just say we may come up with some immediate answer in terms of a plant like the Cadbury plant.

I want to raise with you two plants I was involved with, one very recently. I am talking about the Kirsch-Cooper plant in Woodstock. A handful of the workers there came out of the Gardner-Denver plant, and some of their wives or husbands worked in that plant. The difficulty was that they were seeing from Cooper Industries of Houston, Texas, exactly the same pattern that had happened at the Gardner-Denver plant. The Gardner-Denver plant ceased to be viable when the company took out the machine shop, which was the most profitable part of that shop. They did not start saying it was not profitable until shortly after that. They closed it down almost five years to the day from the time they bought out that plant.

The same company bought the Kirsch-Cooper plant and started removing lines there. It reminded me very much of the plant that shut down stuff in terms of SKF and Dormer Tools here in Toronto. After a couple of years of moving some of the major lines, the company started saying, "We are no longer profitable." That plant had been a viable operation for 41 years, I think.

You can argue that these two plants are now not viable and are now not making money. The fact of the matter is they were viable until the company systematically and deliberately undermined the kind of production levels that were going on. In the select committee on plant shutdowns and employee adjustment, we found that was a pattern all too often repeated. I am simply saying there are patterns that have been there for years and we have seen absolutely nothing happen.

The minister is not going to get away with just justification. I think we are reaching the stage in this province where we are going to have to say, "If you are going to close down a plant because of an economic rationalization, you are going to be responsible for those workers and you are going to factor that cost in until such time as they get other jobs." If that is the case, I think you will find companies much slower to shut down some of their operations. They will take a little longer

look at the deliberate attempt to make a plant unprofitable and probably work a hell of a lot harder to see the workers placed in another plant. I am not backing off justification one bit, but you are going to have to have something that is more than just the old corporate rationalization argument.

With regard to contracting out, I know you did not like the bill we had before the House, but I have seen absolutely nothing since that says you are taking any real action for the workers involved. I will guarantee you right now we will have another crisis or two in this field over the next year. We have seen no action on contracting out. We have seen no action yet about domestics, although you are now making real noises. I see nothing that says agricultural workers will be included under employment standards.

I bring back to you, as I have brought back to the last three Ministers of Labour, the Campbell Soup mushroom plant down in Picton, a shift operation, a movable operation. With that example there and the kind of strike they went through, tell me why we have seen nothing that gives us any protection.

We are not seeing very fast moves in terms of the minimum wage; we are not seeing you dealing with it. It is not adequate. We make no bones about that. We are not seeing you deal with the question of the kind of wage levels waitresses and waiters have and the requirement to live on tips they are facing.

We have a committee set up on overtime hours, but I do not know why we have not moved on this question, at least on the basic 40 hours. The overtime issue is one that arises almost every week. Talking briefly to the transit workers, there was a piece today in the *Toronto Star* involving their plant. On a weekly basis, my office is getting—I do not know what your office is getting—examples sent in of overtime hours that bother workers where there are layoffs.

We see nothing at all in terms of strike-breaking legislation. I do not know anything that riles workers up as much as to be in a legal strike situation and see scabs brought into a plant. With some companies, that is a regular pattern. Others do not try to operate at the same level. That is an issue that has some very fundamental implications in terms of what kind of rights and what kind of equality of power workers have. We have not had as many in the last year, and I am thankful for it. However, I am still getting complaints about the cost of arbitrators and the time delays there. The same thing is true in human rights cases.

We have seen nothing that really gives us any hope in terms of employment for the handicapped. I have not checked the figures for the disabled and handicapped this year, but for years, as the minister knows, it ran about 85 per cent and it never changed. That is why we brought in a bill on quotas. It was something that had not been a high priority with me, but simple frustration indicated we were not getting any answers to handicapped people finding employment.

Incidentally, as a sideline on that—the minister may have found out himself—we did some checking and found that there is actually quota legislation in Japan and in most European countries. I must admit it is honoured more often in the breach than in the use of it, but here the argument is that it does not make any sense and that you should not even do it. You never know when it has some effect. It is something like first-contract legislation. However, we have never seen any move, let alone that kind of move in this particular area.

So when you go through domestics and agricultural workers not covered, when you go through plant closures, justification and the kind of deliberate attempts to undermine the profitability of a plant, when they finally decide to close it how can you say that plant is no longer profitable when there may have been a deliberate attempt in the course of rationalization, as we had in a number of examples, to make it unprofitable?

In the Kirsch-Cooper plant in Woodstock, my suspicions are very strong that the company ended up with the best of many worlds. It not only bought it out five years ago and then systematically moved some of the more profitable lines out of that plant, but then it also said it was no longer profitable and in the course of corporate rationalization it was going to shut it down.

Its rationalization was effective because it was in the same line of drapery track as a number of other plants. We could not even find out where the machinery was going. In the course of doing that—it may have taken it five years to do it—it also eliminated one of its competitors, because Kirsch had a very good name in that particular line for 41 years of operation. You are going to have to take more of a look than just the bottom-line closure on some of these plant operations.

On employment standards, Ontario is not the leader in this country in terms of statutory holidays and vacations. The minister knows that

well. We have had private members' bills. We have pushed him. He has told me himself he has not had time to pull together any package on these kinds of issues. Maybe it is not important, but I would think, if the minister had been a minister for labour, I hate to say it, but in a very frank way he might have made some mileage on some of these smaller things that would not have cost him as much. Not only did we not get to the big things that were hurting workers, but we also did not get to any of the small things from this particular Minister of Labour and that disturbs me no end.

On certification, I do not know anything else that would bring as much reaction among those who have to organize—which is probably the toughest job in the labour movement—as the application date being the terminal date and removing the company's right to interfere in a certification application other than identifying who the workers are. To me, that is so basic and so long overdue that you have to wonder why the minister has not moved in this particular situation.

These are some of the areas that I see the minister as having not moved in. When I say the minister made his own problems, I also want to say that when his own cabinet ministers did not appear in the House to defend the position that his parliamentary assistant, the member for Yorkview (Mr. Polsinelli), took so strongly against this particular bill of my colleagues, they really did leave him out to dry. I think I saw the Minister of Education (Mr. Conway) come in. I do not think there were more than two or three cabinet ministers in that House. If I was in your position at that stage of the game, I would have resigned.

What I really got a kick out of was some of your own colleagues. I had two or three of them talk to me and we were being a little unfair with the minister. We were pushing him hard. What we should know and what we must know was that, "It was not all Bill's fault," as one of them said; it was not the minister's fault, it was his problems in cabinet.

I submit to you there is a long list of things here that have been on the table for one hell of a long time and there has been absolutely no action on them by this minister. It is the minister who has to take responsibility if he cannot get it through cabinet. If that is your problem, if your colleagues are right, as far as I am concerned you have real problems even in terms of serving in that bloody cabinet.

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I do not know what the minister is going to do about the various items I have outlined to him, but he sure as blazes has not shown us much since we last outlined them 15 months ago, as my colleague said. Because he sat as Labour critic for a while, he knows that the same items were on the table in previous years. I am sorry. There comes a stage when you really do wonder a little bit whether it is worth while going through this annual exercise with the Ministry of Labour in this province. I do not get any sense that it does any good with either the Liberal Party or the Conservative Party.

Those are my few comments. I apologize if some of them were asked and you answered them when I was not here.

Hon. Mr. Wrye: I will tell the member for Hamilton East that I am not going to resign. I know that comes as a great disappointment to the chairman, a person who used to be my friend.

With regard to the discussion of the private members' hour, I regret not being there myself. I had an important meeting with the chairman of the Workers' Compensation Board and, unfortunately, it ran a little long.

I think if one did a check of cabinet members' attendance at most private members' hour votes on Thursdays, he would find the fact that Mr. Conway was the only cabinet minister there last Thursday was about the norm. There may be two or three, depending on the Thursday. It is not that private members' hour is not important. I feel very bad, because I am one of those who does have House duty and I would like to be there.

Mr. Mackenzie: I do not think you can argue in this case. This was a pretty significant bill, with a lot of interest and debate.

Hon. Mr. Wrye: Frankly, I am rarely there on Thursdays. The problem for cabinet is that Thursday mornings are exceedingly busy mornings. A number of committees meet. It may have been important from your point of view. It was private members' hour. A number of members were there; a number were not.

I read nothing more into the votes of my colleagues—my friend the member for Cochrane South (Mr. Pope) may want to comment on his own colleagues—other than the fact that it is a signal of the great importance which a number of my colleagues place on matters of health and safety. They simply wanted to support any legislative initiative. When the government's legislative initiatives come forward, they will find much to support in that, perhaps over Bill 149. We will see.

The member raises a number of matters. I make no apologies for my description of myself. It is not surprising to me that some 18 or 20 months later, as the agreement ticks along towards its 24-month terminal date, my friend would decide that the minister for labour is really the Minister of Labour. I do not worry about that.

Mr. Mackenzie: You made that decision.

Hon. Mr. Wrye: I have already said before the member was here, but I will repeat it for his benefit, and I said it in the House today as well, that the issue of strikebreakers was one of the centrepieces of a comprehensive paper which the Ontario Federation of Labour delivered to us last August as we were beginning the preliminary review of the Labour Relations Act. As I am sure the member for Hamilton East knows and as I have made very clear to the trade union movement, right now the intensity of the review is focused more on employment standards, though the review of labour relations is getting under way.

Maybe I am wrong, but I would not think anyone would want a change quite as profound as that to be brought about without some discussion with all the work place parties. That includes labour and management.

Mr. Mackenzie: Over how many decades?

Hon. Mr. Wrye: I do not think it will surprise my friend to know that management may well have some viewpoints on this matter it wishes to share with us. To my knowledge, there are two jurisdictions that have this legislation now, Manitoba and Quebec. The legislation does not differ in major ways, but it does differ. I think we will want to talk about that. The Ontario Federation of Labour, if I am not mistaken, follows the Quebec model more closely, does it not? It has been a while since I have looked at it.

In terms of the application date being the terminal date, certainly the whole aspect of certification is up for review. Just as the Ontario Federation of Labour has made its presentation, I must say one can expect the business community to have a few things to say. There are aspects of certification about which they are not terribly pleased. We are going to have to balance off a number of positions which may be competing in this regard.

Mr. Mackenzie: The workers' right to organize is basically at stake here. I should not have to remind you of the preamble of the Labour Relations Act.

Hon. Mr. Wrye: I understand the preamble to the act. I only say that in our democracy

management is not prevented from coming forward and saying, "Look," as they have. I think there was a private member's bill sponsored by the member for Cambridge (Mr. Barlow) which would have forced a vote in all certification applications. I was there that day and voted against it. It certainly was the view of the member for Cambridge and I believe the majority of his caucus, and to be quite candid two or three members of my caucus, if memory serves me correctly.

There have been some additional complaints from management in this regard, which I will not go into. We will be canvassing those and all other issues and, as I remember, the Ontario Federation of Labour's brief, of which I am sure you have a copy, was very comprehensive in this regard. It dealt with a great number of the sections of the Labour Relations Act.

I make no apologies for the fact the review of that act is going to take time. I would expect, if one is going to have a comprehensive amendment, one is not going to expect to do that in a month or two. We will move forward as quickly as we can. There is no effort to delay here, but I am just not going to move forward and I do not care if there is a little criticism on that basis; I do not like—

Mr. Mackenzie: There is no legislation ready at all in most of these fields, is there?

Hon. Mr. Wrye: There is legislation; I share it with the committee because I shared it with the federation of labour. The number one piece of legislation which we have looked at to amend in a comprehensive way was the Occupational Health and Safety Act. The number two piece of legislation we looked at—

Mr. Martel: You have been working on it since last May.

Hon. Mr. Wrye: It was for quite a while.

Mr. Martel: My God.

Hon. Mr. Wrye: The number two piece of legislation we have looked at in a very comprehensive way is the Employment Standards Act.

Mr. Martel: The speed of an inebriated snail.

Mr. Chairman: Did Mr. Martel return?

Hon. Mr. Wrye: Now we are moving into the Labour Relations Act and the Hospital Labour Disputes Arbitration Act.

I am amazed to hear you say we are not anywhere near the front in terms of minimum wage. Who is in front of us?

Mr. Mackenzie: No, I am saying we have not gone nearly as far as we should in minimum

wage. For once, we should be leading in this province. We are usually behind other provinces.

Hon. Mr. Wrye: We are behind one province, Saskatchewan, which is at \$4.50. We are ahead of Manitoba, I note with interest.

Mr. Chairman: The increases are still 30 per cent lower than those for social assistance over the same period. The chairman would not want to raise that sort of thing.

Hon. Mr. Wrye: I can only tell the chairman I am not the Minister of Community and Social Services. I certainly share the view of the member and perhaps all honourable members in wanting Ontario to lead the way. There is an issue of wanting to be and a necessity of trying to continue to ensure that we are going to be competitive with the rest of North America. That includes sister provinces and neighbouring states, certainly those closest to us—Manitoba, Quebec and some of the neighbouring states. We must be in some ways competitive. I do not mind being out in front—

Mr. Mackenzie: Labour legislation will have nothing to do with that, as it does not in plant closures. They make their own agenda, for Pete's sake. Labour legislation that happens to be a little better than we have now will have nothing to do with our comparison with other states or provinces.

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Hon. Mr. Wrye: I only suggest that my friend's point of view on all of this is perhaps—

Mr. Martel: Jaded.

Hon. Mr. Wrye: —naive.

Mr. Martel: Jaded.

Hon. Mr. Wrye: Naive and perhaps reflects some lack of the realities of the business world.

Mr. Martel: Like Attila the Hun.

Mr. Mackenzie: The realities of business; you are probably right.

Hon. Mr. Wrye: I may well be.

Mr. Mackenzie: Business does not rule with me. That is the difference between the two of us.

Hon. Mr. Wrye: No, I think it does not rule but there is an important necessity to take it into account lest one wake up one day and find that business is going elsewhere in droves.

Mr. Martel: That is what McKenzie and Laskin said.

Mr. Mackenzie: You should sit in on the negotiations.

Mr. Martel: You are so full of baloney, Bill.

Hon. Mr. Wrye: Finally, on the Toronto Transit Commission issue which we have been looking at, I want to give this piece of information to my friend for his interest. We are concerned about the information; there has been a request for a special permit from the TTC and that matter is under investigation. It would be of interest to not only the member who has raised the issue, but to all honourable members to know that there has not been one complaint received by the employment standards branch from employees about excessive overtime being worked.

Mr. Martel: Oh, you got it from the Steelworkers; you got it from Mine Mill. Do not give me that nonsense.

Hon. Mr. Wrye: No, I am talking about the TTC.

Mr. Martel: You do have a complaint. In fact, you said, since the last government let them do it you will let them do it. What the hell are you talking about? God help me. You are wild.

Hon. Mr. Wrye: Is it time for Mr. Pope?

Mr. Chairman: I think it is almost time for Mr. Pope.

Mr. Martel: Jesus Murphy.

Mr. Mackenzie: I got no more than I expected.

Mr. Chairman: Mr. Pope, you have a free rein now, so long as you do not raise any questions about moose meat.

Hon. Mr. Wrye: Can I ask Arthur Gladstone to come to the table again? I am going to refer a number of Mr. Pope's questions to Mr. Gladstone.

Mr. Pope: I have three questions. I will give you notice of the first two and then I will get on to the lung cancer issue, the Muller report.

I want to ask the status of my letter about the Abitibi-Price workers from camp 41 who were laid off around the time of the buyout by Malette.

Hon. Mr. Wrye: This is the severance pay issue at camp 41?

Mr. Pope: Yes. My second question is: what kind of specific programs, short-term and permanent, do you have in your ministry for laid-off resource workers? If I can leave you with an example, as the answer is being developed, what specific help did you give to the Kidd Creek workers who were laid off last September?

The third point, and the major one that I want to discuss with you, is the Muller report and the issue of lung cancer among hard-rock miners. I want to get some confirmation of my interpretation of the report that miners who worked in the

gold mines pre-1955 were excluded from the statistical analysis because work conditions were such that it was obvious they would weigh the findings far too much.

Hon. Mr. Wrye: Arthur, do you want to start?

Mr. Gladstone: I believe the honourable member is correct. However, I do not believe it is for the reasons stated; namely, because conditions at the mine would give rise to such an overbalance of cases they were excluded so that we would get a different picture.

In fact, I believe the record the report provides indicates that it was precisely the pre-1945 group that had the highest risk and the post-1945 group had a much different risk.

If the member would like, I can provide him with the technical reasons for including the cohort 1955 through 1977. I believe, and this will be confirmed, that this cohort coincides with the data available at Statistics Canada, whereby we can check the names and identities of the miners against the death certificates maintained on computer file, thereby allowing an identification of cases between the list of names that we have and the data available at Statistics Canada.

By matching those two files, we are able to identify those cases among the miners who suffered a death from any number of reasons, lung cancer being one of them. That is my understanding of why the cohort goes from 1955 through 1977. The cohort for the uranium group is being updated through 1981 or 1984, somewhere in that area. I think consideration is being given to doing the same for the gold miners group.

Mr. Pope: It is my understanding, and I have read the report four times to try to understand it, that for the pre-1955, you are quite right, there was a statistical problem with Statistics Canada, but that even post-1955—and by the way, they did have medical information and worker information on pre-1955 miners from their chest examination clinics, from ministry files and from compensation board files—they excluded them for statistical reasons.

It also indicated that, even with the exclusion and in spite of the improvements in ventilation post-1955 in the gold mines in northern Ontario, statistically, gold miners were more likely to have lung cancer in the period 1955-77. They said that if anything, work conditions were worse prior to that.

They also excluded—and I think the terminology is correct—level 4-rated miners from their study group, because they were more likely to complain and to have problems with lung

diseases than those who were in a lower code level.

I guess the position I would like to advance to the minister, and I think we need some answers, is that a Ham study is going to take some considerable time, according to my understanding. I do not think that is appropriate for pre-1955 miners. I think any reading of the Muller study indicates there is statistical linkage between occupation and lung cancer in 1955 to 1977; if anything it is worse, and conditions were worse in that earlier time.

If your decision is based on numbers, which I do not think it should be, we are talking about a number of widows and dependants in the gold-mining communities of Ontario, the families of miners who were pre-1955 who are now deceased. I do not think there is an excuse for not immediately recognizing the reality of the Muller study and what it says about pre-1955 miners and giving those survivors' benefits to the widows and their families.

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You know my history on this; it goes back to 1979. I suspect the chairman of the Workers' Compensation Board has told you about our fights in 1983 on the Muller study; he has probably also told you about my position on the Muller study itself in any event. Two weeks after I raised it in 1979, they announced the study.

Anyway, I do not think there is any doubt that, given the numbers involved, an appropriate step for this government to take is immediately to give survivors' benefits over and above assessing fault or financial liability in employer groups or through any funds of the workers' compensation system. I do not think there is any doubt that this government should give survivors' benefits directly to the widows of miners who worked in the gold mines prior to 1955. The statistical evidence is there. The only issue left to be determined is the work histories of these miners and the medical information to substantiate that they died from lung cancer or respiratory diseases.

I can give you a perfect example of the whole system coming apart at the seams. I have been allowed to by the person involved. The husband of Bill Ferrier's former riding secretary died of lung cancer in 1979. She was denied compensation, survivors' benefits, because the specialist who gave the board advice said gold miners do not die of lung cancer; it was not occupationally related.

The fact of the matter is the same specialist who gave that opinion to the compensation board

had been taught by a Dr. Barrie, a very well known lung specialist. As he did on a number of cases for me, he went for free to the pathology departments and the labs and reviewed the findings of the specialists or consultants to the board. In this case, he found that the type of cancer was a scar cancer and that the scar tissue in the lungs was caused by silicotic nodules.

He gave a very detailed report, which the board has had since 1979. They chose to ignore the report. We did take the matter to appeal pending the Muller study. There are many other cases, which I gave to Professor Ham and his panel at his offices in December, and many specific instances in my office with specific medical information and work histories. The information is there to make the decision. In this case of a former member's riding constituency secretary, there is specific medical evidence that the lung cancer was work-related. I do not think there is any reason to delay it any more for pre-1955 workers.

Second, to expedite the whole process, I have at least 20 appeals now pending or on which a decision has been made denying the claim. There is an admission from the appeal board that it will reopen them when the Muller study comes back. I do not think there is any reason not to have a class hearing on the matter in the gold-mining communities of northeastern Ontario and allow the Steelworkers, the members and any other representatives to put on the record sufficient work histories and medical information to have the compensation board expedite the Ham committee's determinations and to have the whole thing wound up in this coming year.

I do not think there is any reason we cannot do that. A lot of the information now exists in outstanding files. Some of us in northeastern Ontario have kept the compensation board and the chairman apprised of the number of appeals and the actual names of the claimants and their dependants.

It is time to start cleaning up the administrative matter from the point of view of the compensation board. It is time to set aside the compensation system entirely to deal with pre-1955 miners who have died of lung cancer. There is a statistical link. It is there for good reason. I am not here to say anything more than I think it is time to get on with it. I hope the minister does that immediately.

Hon. Mr. Wrye: You raise a number of good points and thoughtful comments. I know of your involvement in the issue and your dedication to those workers on this matter.

I want to take a number of these things under advisement, but I want to make it clear I agree with you in terms of the timetable. We have to get on with it. Matters have gone on for too long already and at some point a determination must be made.

Dr. Geoff Wright, who is director of the special studies and services branch, has joined us. It is under the direction of that branch that Dr. Muller carried out the studies.

Mr. Pope: I also asked for and got the opportunity of meeting with the management of the mining companies in my area and the Timiskaming area, and put to them exactly what I have put to you today. I did that in December. I thought there should be a compensation package for widows and dependants of pre-1955 gold miners. I thought there should be some quick determination of the issues and that the industry should get on with recognizing that compensation had to be forthcoming within the Workers' Compensation Act itself or outside it.

Hon. Mr. Wrye: I would like to get Dr. Wright to comment, but I gathered you were suggesting that either the compensation could be simply broadly granted under benefit of the act or you were laying open the possibility that compensation could be provided, if not under the act simply out of the consolidated revenue fund.

Mr. Pope: Yes.

Hon. Mr. Wrye: I just wanted to clarify that. Dr. Wright, do you have any comments?

Dr. Wright: I would like to make one point of clarification. The years that are quoted in the study are based on the period in which we were looking for death certificates. When you look very carefully at the report—and I agree it is a very technical and difficult report in some sense; the nature of epidemiological work is that way—there are people who were studied who were actually working in the mines in the 1920s and 1930s.

There certainly were sufficient data for one of the 10 conclusions in the report, that the early start of underground work in Ontario gold mines and years of dust exposure in these mines prior to 1945 are associated with increased lung cancer risk. As part of that same point, it says later exposure contributes only very little to risk.

The very key point there is that there were sufficient data to clearly indicate there was a difference in exposure conditions in the mines prior to 1945, as opposed to after 1945. The dates that are quoted on the title of the report, in fact, are reflecting the dates during the period for which death certificates were followed up on.

Mr. Martel: That is one of the key problems when you rely strictly on death certificates. For example, there are a number of cases of known suicides. When people found out they had lung cancer, they committed suicide. I am told there are a number who were classified as having heart attacks. In fact, those were related to lung cancer and the failure of the internal bodily functions. To rely totally on death certificates, as you, the Ministry of Labour and the Workers' Compensation Board are attempting to do, is not going to give you the true analysis of how many people died from lung cancer related to the gold industry.

Dr. Wright: That it is one of the difficulties of that type of research. At the same time, it is an appropriate type of investigation. It was very clearly established that there was some causative factor—as yet it is not possible to be able to identify what that factor was—based on the results of Dr. Muller's study, which would certainly suggest, as was stated earlier, the early start of underground work and years of dust exposure.

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The nature of epidemiological work is that it is not possible to prove causality. There is another point here. It was really not the purpose of the study to be in the compensation issue; that is for the Workers' Compensation Board to decide. The study was funded to do the epidemiological investigation, to see whether a higher number of people than would have been anticipated did die during that period, based on their work exposure. That is the basis of the conclusion I have read. It is saying that there is that increase. It is not able to explain why. An epidemiological study, by its very nature—and for so many other reasons, such as the ones Mr. Martel pointed out—was clearly taken into account, but it is as much as can possibly be done.

Mr. Pope: Can I just say, in retrospect, I think I was conned on this issue about eight years ago?

Did the study not dismiss smoking as a causative factor in the increased incidence?

Dr. Wright: That is correct, yes. It does not dismiss—

Mr. Pope: Did it not indicate as well that as far as they could determine in the absence of any other information, they felt it was the dust inhalation and the silica particles in the dust that caused the trouble?

Dr. Wright: They are not able to go far enough to say that it was silica. There are many other factors in the mine when there is a dusty environment.

Mr. Pope: You are right. Did they say it was the dust that caused it?

Dr. Wright: Yes, years of dust exposure.

Mr. Pope: That is right. That is their conclusion; so what the hell are we arguing about? Let us go. I am serious.

Hon. Mr. Wrye: If I said okay, there would be a stampede to the phones. I hear what you are saying.

Mr. Pope: Let me put it in another way. This is the case of a lady whom I think Mr. Martel probably knows, who might never vote for me. I do not think she ever did. She is 77 years old, and her husband died in the 40s. She and her children had to get along. Surely to God you can make a decision on this kind of issue for this kind of person. I do not care what kind of classification system you want in terms of compensation, but we have a number of older widows in our community who need the help. From all the medical evidence I can get on their specific claims, they deserve the compensation.

If you want to do some splitting of hairs in terms of exposure, post-1955, post-1945 or whatever you want to do, that is another issue we can argue about. Surely there is a class of claimant in there that goes beyond that where just a simple decision to compensate is appropriate. I understand all the problems you might have, if it is set in the compensation system or if it is set outside the compensation system, and the kinds of issues that brings forward. I think we have to move on it now, and it is not just myself. It is the Steelworkers, the New Democratic Party and a lot of good people in the community who have been affected by this, where their grandparents, as did my grandfather, have died of silicosis or lung cancer. It is time to move on and get this issue dealt with.

Hon. Mr. Wrye: I want to make a commitment today with regard to the next few weeks while we are out. I will certainly correspond further with the member and with Mr. Martel on this matter. You make a very eloquent plea. I can share this with you. We are into a tough time. We are trying to establish standards. We have had some findings. Now we want to take a look at it. There is something to be said for getting on with it, for putting things that have been there for a long time behind us when, all the niceties of the standards aside—I think that is what you are saying—there is viewed to be an injustice that has been visited.

You make the point very eloquently. I will give you this commitment: I will do you no less

than the courtesy of looking very carefully, with Mr. Gladstone, Dr. Wright and a number of other people, including the senior officials of the board, at what you have requested today and will examine it in the next few weeks. I do not know that we will say yes at the end of it, but you have convinced me to take a second look, so I suppose that is halfway home at least.

Mr. Chairman: I suggest we go back to the other two matters that were raised. Mr. Martel has a few things he wants to raise, and then we have seven or eight votes.

Hon. Mr. Wrye: If I might, let us start with Abitibi. I have a note here. You are not talking about the adjustment committee.

Mr. Pope: No.

Hon. Mr. Wrye: You are talking about severance.

Mr. Pope: Anticipating what was going to happen, the workers in camp 41—they are from all parts of the north, including outside of my riding—were given two notices, in the spring of 1985 and in September 1985. The workers claim one was for 46 workers, the other for 37. Of course, you understand those numbers. These people got no severance pay, and they said they had a right to—

Hon. Mr. Wrye: But they retained their recall rights. Is that not the issue?

Mr. Pope: That is right; they retained their recall rights. Then when Abitibi sold the Smooth Rock operation to Malette, the recall rights were gone, they had no severance pay and they were not on the recall list for Malette.

Hon. Mr. Wrye: I cannot give you a final answer, but as soon as I suddenly remembered the recall rights issue—

Mr. Pope: Abitibi's liability.

Hon. Mr. Wrye: Yes. This is an issue. They were given notice, but they retained their recall rights for two years.

Mr. Pope: Yes. That is right.

Hon. Mr. Wrye: Because they retained their recall rights, the argument that is made now is that in a closure it is caught by the severance; where there are further layoffs, the group is now more than 50 so it is caught by the severance pay.

There is no note, but I know that as recently as two or three days ago the employment standards branch and the legal services branch were looking actively at that matter. There is an interpretation matter there, as there was in the earlier matter of Goodyear, which I mentioned to Mr. Gillies.

I think it is a very important issue. Of course, on the decision we make, other similar cases may flow from that. Again, I expect to have something in the next short while. I cannot tell you how quickly, other than that the issue has been raised and is being actively reviewed by the branch. I will make a commitment to let you know as soon as we have a determination on it. I cannot tell you how quickly it will be. I may find when I get back that we have one.

Kidd Creek is an issue of employment programs rather than severance or anything.

Mr. Pope: That is right.

Hon. Mr. Wrye: That is the layoff of 200 to 240 or 250, is it?

Mr. Martel: That is Jesse.

Mr. Pope: That is Mr. Martel's friend Jesse James.

Mr. Martel: Yes, I know him by his first name, Jesse.

Mr. Chairman: He does not remember last names.

Mr. Martel: Some I want to forget.

Hon. Mr. Wrye: Certainly, any long- and short-term programs would come under the Ministry of Northern Development and Mines. We have the usual counselling programs and so on, but beyond that, regrettably, the Ministry of Labour does not have any of those programs.

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Mr. Pope: I do not want to set you up that way. I asked someone in the Ministry of Northern Development and Mines just two hours ago. He said that under sections 38 and 39 of the Unemployment Insurance Act, which are the federal-provincial short-term programs, their budget was \$350,000 last year and they employed 20 to 25 workers. He also said he did not think the Ministry of Natural Resources was too active in this program last year.

I am coming to you as the Minister of Labour and asking where are the short-term employment programs to start with, where are the long-term employment programs and how many laid-off resource workers have gotten work in the last year out of these programs? I never claimed they were the answer to everything, but there were 7,500 or something of that nature in 1983 under section 38.

For instance, when 300 workers at the Malette mill were laid off for three to four months, we put them all on a stand improvement program near Chapleau. On the greening of Sudbury, about 250 miners and others in Sudbury are involved in

that program. Where have all these programs gone?

My understanding of the Kidd Creek situation is that your ministry and the government did nothing.

Hon. Mr. Wrye: Peter Sadlier-Brown is the assistant deputy minister.

Mr. Sadlier-Brown: Those programs were special arrangements made during the period of very high layoffs, but the Unemployment Insurance Act is exclusively federal jurisdiction. What the province did at that time was pay some of the overhead costs on behalf of the employers. Those programs were ad hoc and developed in the particular circumstances that occurred at the time. There are no continuing programs of that nature in place.

Mr. Pope: Given the nature of the economy in northern Ontario, I do not think that is good enough. We also had section 39, as it then was, which was a training program. We got the core training program for hard-rock gold miners. We had 30 miners laid off from Pamour Porcupine Mines who went into the old Hollinger workings and were trained in all the core programs and became certified. Therefore, talking of employable miners throughout Canada, let alone throughout Ontario, it gets into a more general area than you are responsible for; I will admit that. What I think you are saying is that you and the Ontario Manpower Commission no longer have responsibility for joint federal-provincial programs. Is that an accurate statement?

Mr. Sadlier-Brown: I cannot say exactly what the state of play is there, but the feds have been retrenching somewhat on their involvement in programs under unemployment insurance as exemplified by some of the changes in the regulations recently with respect to severance pay and so on. I think there is a general unwillingness to use those programs to the extent they have.

Mr. Pope: Who is unwilling?

Mr. Sadlier-Brown: The federal government.

Mr. Pope: Can you tell me when you applied for federal funding for federal-provincial, short-term employment programs? When were the applications made and by whom?

Mr. Sadlier-Brown: I am talking about a general policy perspective. I am not talking about specific instances.

Mr. Pope: So am I. I want to know what the general policy of this government is now that it will not have joint federal-provincial employ-

ment programs. I was the one who went to Lloyd Axworthy in December 1982 and talked him into the stuff. He was gun-shy then because of an experience in Nova Scotia. I want to know whether it is the policy of this government and the manpower commission or yourselves not to make those applications, and if it is not your policy not to make them, who made them and when?

Hon. Mr. Wrye: As you know, the manpower commission is in the Ministry of Skills Development. Again, you make a useful suggestion; you are on a roll. Because I know you want to get on with the votes, again I will take up the matter. It is under Skills Development and there is some shared jurisdiction; I acknowledge that. That is not meant to be an excuse; it sounds like it. I will take this under advisement and have a good look at it. I give you that commitment, and we will get back to you. I will talk with my colleagues in Skills Development and the Minister of Northern Development and Mines (Mr. Peterson), who certainly has the ear of the Premier.

Mr. Martel: I have three short questions of the minister.

When I started my tour last year, you promised me first of all that you were not going to send anybody to follow us. Then you decided you would send someone. You guaranteed me that no one from your ministry would go to the plants from which people came forward at the hearings. In community after community, that did not happen; they went back to the plants and there were all kinds of guys who made presentations in trouble. I resented that then.

I spoke to three more last Wednesday at the press conference we held here who had been harassed by their employers. You guaranteed me your staff would not go back. Not only were you not going to do it, but also when you did it your staff was not going to go in to make problems for those workers. They did go back. That is the first point I want to raise.

I would like to know how a hospital with 35 accidents in 11 months gets on a code 99. The hospital in question is in Niagara Falls. It is called the Greater Niagara General Hospital. They are under a code 99, which means that only in the event of an accident or serious work stoppage do inspectors go out and inspect. There were 35 accidents and they are on a code 99. I want to know how they got there.

Hon. Mr. Wrye: I gather there were 35 lost-time accidents.

Mr. Martel: Yes.

Finally, you talk about the swamp. I want to quote two letters. They are very short. You and I will play a game. I want you to tell me when these were signed. One says:

"I write with respect to our correspondence on Sun Parlor Home for Senior Citizens. This is to confirm that the matter remains under appeal and therefore I will not make any comments which could potentially prejudice its outcome. However, as you have requested, I will write to you again following completion of the appeal process."

Hon. Mr. Wrye: That is Sun Parlor in Leamington.

Mr. Martel: Right. Guess what the date is.

Hon. Mr. Wrye: I do not know.

Mr. Martel: It is January 29.

Hon. Mr. Wrye: January 29 of this year?

Mr. Martel: Yes. Listen to this. This is wonderful. In another letter you write:

"In response to your October 21, 1986, letter and further to my October 10, 1986, letter regarding Sun Parlor Home for Senior Citizens, this matter is currently under appeal and I will not make any comments at this time that could potentially prejudice the outcome. Following the completion of the appeal process, I will write to you again."

Do you want to know when that was written? It was the same day, and you signed both of them. Is that not wonderful? January 29, 1987, both signed by the minister.

Hon. Mr. Wrye: Are they both originals?

Mr. Martel: Both of them are originals.

Hon. Mr. Wrye: Are you sure?

Mr. Martel: There they are. They were even written in different styles. The style is not even the same.

Hon. Mr. Wrye: I will tell you what may happen. I make no apologies for that. We are attempting to bring the correspondence—

Mr. Martel: It is a swamp.

Hon. Mr. Wrye: Hold on just a second. If you would like to have my staff members, who are attempting to keep in touch with you folks on a regular basis, not do it any more, I can certainly tell you they have a lot of other things to do with their time.

Mr. Martel: If they only wrote one letter, they would have time to answer a second one.

Hon. Mr. Wrye: I want to finish this. I do not know; it may well be that we have a system in place whereby these matters are triggered by one person and that person wrote—

Mr. Martel: The Provincial Auditor said it was a swamp.

Hon. Mr. Wrye: The other issue is that I take home five, six or seven signing books at night. Perhaps one was in one book and one was in another. I sign so many letters to you, Mr. Martel, that one eventually—

Mr. Martel: I can keep track of them.

Hon. Mr. Wrye: I believe it is about 274 letters.

Mr. Chairman: It is one of the great pen-pal relationships of all time. There is no doubt about it. Nobody else writes either of you, so you have to do this.

Mr. Martel: These are the kinds of answers you get, you see.

Hon. Mr. Wrye: That is right. If he would send them by Canada Post he could singlehandedly reduce the deficit to nothing. Then we would not have had to pay that increase.

Mr. Chairman: I feel just terrible that this is all of a sudden going to close now.

Hon. Mr. Wrye: Yes. Let us go through the votes quickly before we change our minds.

Mr. Chairman: We have a number of votes to table.

Mr. Martel: In conclusion, would you tell me how you are going to protect the unorganized with your present internal responsibility system?

Mr. Chairman: Yes or no.

Hon. Mr. Wrye: I will deal with that as the first answer in the next estimates.

Mr. Martel: Right.

Mr. Chairman: We have a number of votes. Shall I take them all or individually?

Mr. Martel: Take them all.

Mr. Chairman: Okay.

Votes 2101 to 2107, inclusive, agreed to.
Supplementary estimates agreed to.

Mr. Chairman: This completes consideration of the estimates and supplementary estimates of the Ministry of Labour.

The committee adjourned at 6 p.m.

ERRATA

No.	Page	Column	Line	Should read:
S-51	S-1266	2	56	some of his experiences in Hamilton about some of the factors that enter into the local decision-making process, in the beginning, in the middle, in the end and when it is all over. Mr. Chairman: It is all over. The committee adjourned at 6:01 p.m.
S-52	S-1277	1	35	Mr. Newnham: It is interesting to note that schools have been

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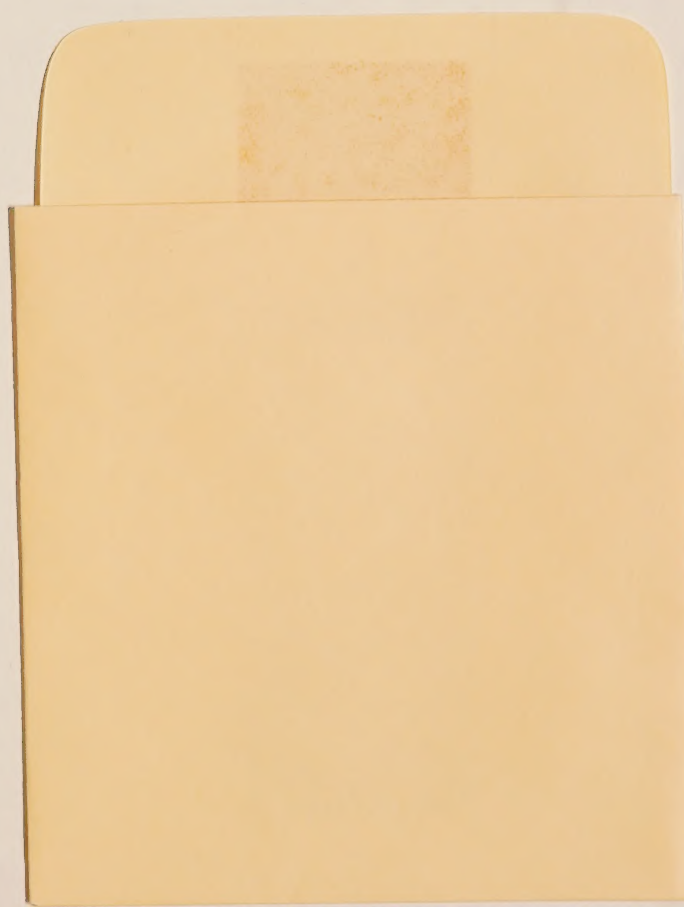
SPEAKERS IN THIS ISSUE

Gillies, P. A. (Brantford PC)
 Johnston, R. F., Chairman (Scarborough West NDP)
 Mackenzie, R. W. (Hamilton East NDP)
 Martel, E. W. (Sudbury East NDP)
 Miller, G. I., Acting Chairman (Haldimand-Norfolk L)
 Pope, A. W. (Cochrane South PC)

Witnesses:**From the Ministry of Labour:**

Wrye, Hon. W. M., Minister of Labour (Windsor-Sandwich L)
 Gladstone, A., Program Development Unit Manager, Occupational Health and Safety Division
 Wright, Dr. G. R., Director, Special Studies and Services Branch
 Sadlier-Brown, P., Assistant Deputy Minister, Labour Policy and Programs

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